Research Report

Prepared for
NORTHERN ALBERTA
DEVELOPMENT COUNCIL

SUMMARIES OF RESEARCH REPORTS

VOLUME IV
1984-1985

NORTHERN DEVELOPMENT BRANCH
PEACE RIVER, ALBERTA

DECEMBER, 1985

INTRODUCTION

VOLUME IV: 1984 - 1985

Preamble

Since its re-organization in 1973, the Northern Alberta Development Council has been developing avenues of communication for the people of the region in which to express their ideas and concerns regarding development of the North. In addition to public meetings and major conferences, the Council attempts to achieve its objective of providing advice to the Provincial Government by carrying out relevant, practically orientated research.

During the years 1984-85, the Council sponsored or co-sponsored some twenty-two studies examining a wide variety of topics. The following pages contain summaries of all the studies completed during that two-year time period. Attention has been given to including bibliographic details of each report on the individual summary title pages. However, it must be emphasized that the summaries have been written by staff members of the Northern Development Branch. In many cases, this has been done without the benefit of comments from the respective authors. Any errors or misrepresentations of details of these research projects are therefore the responsibility of the Branch.

Putting so many summaries together in one volume certainly has its limitations. It may seem heavy reading and disjointed to some readers. Unfortunately, most summaries do not capture the context and the dynamism that are often present in the complete reports. It is difficult to explain why so many diverse topics are covered without elaborating on how the NADC gets involved in sponsoring research.

Briefly, each project has its own unique history. Some originated in briefs submitted by members of the public to the NADC, especially during the Council's public meeting held monthly or bi-monthly in different locations throughout northern Alberta. Others evolved from the recommendations of seminars and conferences sponsored by the NADC, or from a combination of these recommendations and specific requests in public briefs. Still others came about following resolutions adopted by the NADC after several months of meetings and discussions on a particular topic. Finally, research projects sponsored by the Council are often a reflection of the councillor's joint goals and priorities for northern development.

Some additional points which may assist the reader are:

- The NADC is inclined toward action-oriented and problem-oriented research. For the Council, research is not an end in itself, but a means by which application of social and natural sciences can assist in the task of promoting improvements in the quality of life for northern Albertans.

- The decision to use external consultants as opposed to in-house research capabilities is related to the purpose of the project and the time constraints of the Council's support staff (the Northern Development Branch).

- The basic aims of the NADC include the encouragement of closer working relationships between departments of the Alberta Government and an ongoing practice of consultation between these departments and northern communities.

- The NADC believes very strongly that it needs good information on hand if it is to have adequate preparation to make timely and relevant recommendations to the Alberta Government.

- Over the years, the Council has been listening to northerners through a variety of media. One of the recurrent messages the councillors hear is that as much information as possible should be made public. This is particularly true when citizens of the north give of their time and energy to answer surveys or meet with interviewers.

The Northern Alberta Development Council is acutely aware of some of the difficulties that have arisen from conducting research in northern Alberta. Information dissemination, action on results, community reaction to "yet another study", possible concerns of government agencies — these were among the topics addressed in the Research Review Seminar held in June, 1981. A document entitled, "Guidelines for Research in Northern Alberta" has been issued by the Council which attempts to address many of these concerns.

Comments and suggestions on research summaries should be directed to:

Northern Alberta Development Council
Bag 900-14
Peace River, Alberta
T0H 2X0

Summaries of research projects are available in four volumes:

Volume I: 1975-79
Volume II: 1980-82
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8. Cold Lake Discussion Paper; Carcajou Research Ltd., Edmonton. November 1984.

9. Economic Indicators For Small Communities: A User's Handbook; Nichols Applied Management and Economic and Management Consultants, Edmonton. December 1984.

10. Elk Point and District Community Impact Study; Nichols Applied Management and Economic and Management Consultants, Edmonton. January 1985.

11. Utilization of Hardwoods in Northern Alberta, Summary Report; Woodbridge, Reed and Associates Ltd., Vancouver, B.C. February 1985.

12. Beaverlodge Community Survey; Fresh Start Consultants, Edmonton. June 1985.

13. Northern Alberta Manpower Needs Assessment Executive Summary; Harvey Social Research Ltd.,Sherwood Park. June 1985.

14. Some Community Impacts of the New Correctional Centre at Grande Cache; The DPA Group, Inc., Calgary. June 1985.

15. Economic Pre-Feasibility Study for a Brewery in Northern Alberta; I.D. Systems Limited, Edmonton. July 1985.

16. Television Communications in Northern Alberta; Northern Development Branch, Peace River. July 1985.

17. Economic Development Opportunities in Northern Alberta; Currie, Coopers and Lybrand Management Consultants in Association with J.F.T. Scott and Associates, Edmonton. September 1985.

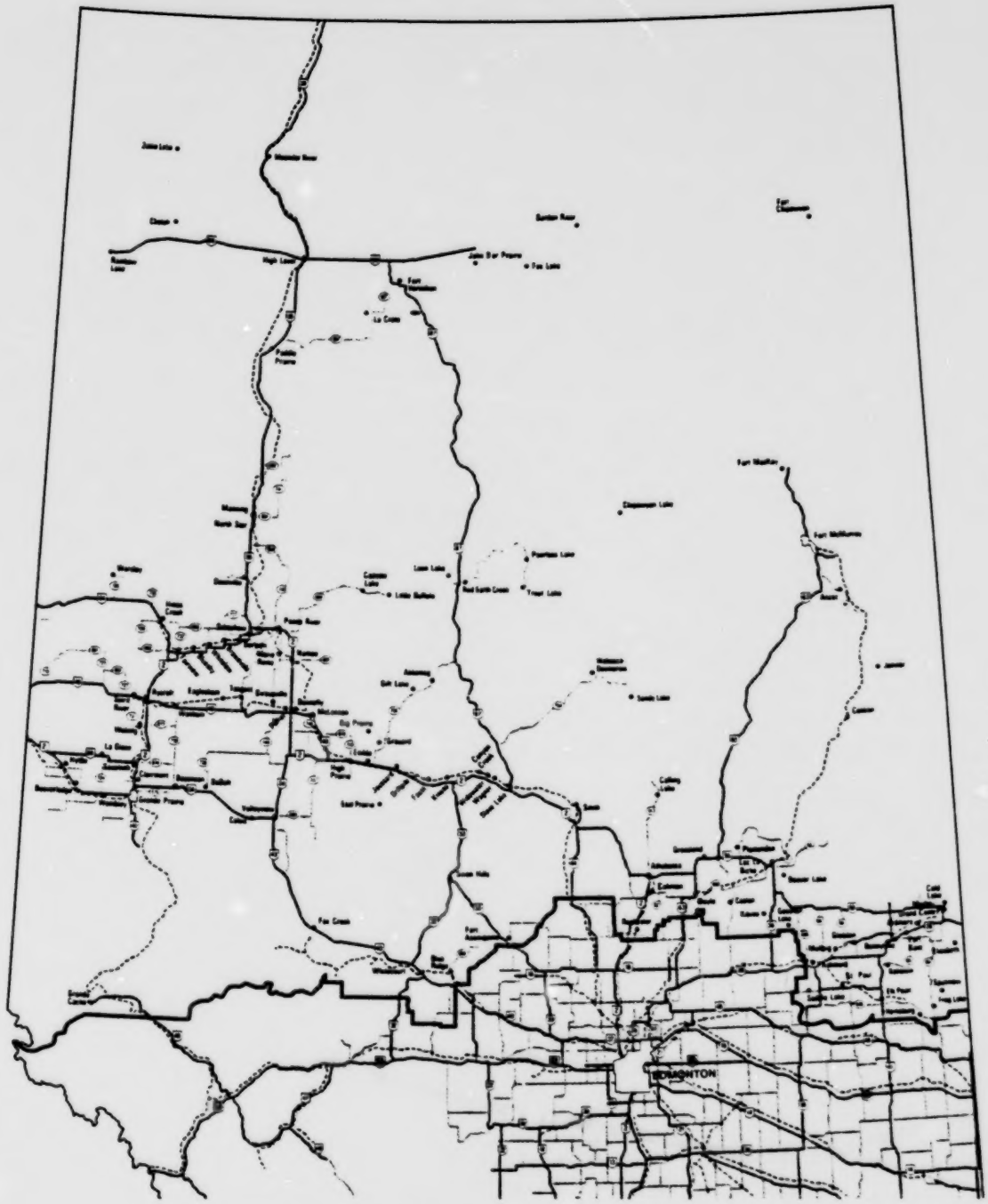
18. Tourism - Lac La Biche Country: A Study on the Tourism Industry; Blueprint for the Future Committee, NADC/REDC Lac La Biche. September 1985.

19. Northern Alberta Today; Northern Development Branch, Peace River. October 1985.

20. An Analysis of the Local Roads Problem in the Elk Point - Lindbergh Field Oil Sands Development Area; Opportunity West Developments Ltd., Edmonton. December 1985.

21. Mortgage Insurance in Northern Alberta; Opportunity West Developments Ltd., Edmonton. December 1985.

22. Board Members Handbook; Fresh Start Social Consultants Ltd., Edmonton. December 1985.



NORTHERN ALBERTA DEVELOPMENT COUNCIL AREA

COMMUNITIES WITH POPULATION OVER 75 (1991 CANADA CENSUS)

PRIMARY HIGHWAY — SECONDARY ROAD - - - - - L.O.C. ROAD ——— RAILWAY

PRODUCED BY THE ALBERTA BUREAU OF SURVEYING AND MAPPING © 1991

The following is a summary prepared by the
Northern Development Branch
on

Residential Landbanking in Northern Alberta

Written by: Northern Development Branch
Peace River, Alberta

May, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

A brief to the Northern Alberta Development Council from the town of Lac La Biche requested assistance in renegotiating a landbank agreement with the Alberta Housing Corporation (AHC). Upon review it became apparent to Council that the Lac La Biche land issues were prevalent elsewhere.

Using Lac La Biche as a benchmark, Council's staff were directed to prepare an overview of AHC landbanks in northern Alberta, for the purpose of giving the Northern Alberta Development Council information, from which they would be in a better position to respond to briefs and advise the government.

Objectives

Specifically, this report attempts to:

- determine the magnitude of provincial government landbanking in northern Alberta;
- determine the purpose and objectives of landbanks, especially as they apply to northern Alberta;
- describe the development process of which landbanking is a part;
- draw conclusions; and
- make recommendations for the Northern Alberta Development Council.

Methodology

Three main sources of information were used:

- Alberta Government personnel, who have knowledge in both the concept and application of landbanks;

- Northern Alberta municipal administrators, particularly those of municipalities owing over one million dollars to AHC for land related transactions;

- general literature regarding landbanks, especially as it relates to Alberta.

Although some AHC project managers were responsive, key senior officials were not. Consequently, much of the information was obtained from sources other than Alberta Housing Corporation.

Principal Findings

1) A review of literature shows strong support on the use of landbanks, as they generally achieve all or any one of three goals; economic opportunity, social opportunity and planning. To be successful at achieving its goals, landbanks must:

   - be thoughtfully planned to ensure the right amount is assembled in the right place;

   - be acquired at an economical price;

   - be disposed of at staged, opportune times;

- be large enough to ensure a continual supply of raw public land for a minimum period of 15 years (on average, an amount equivalent to 30% of available developable land).

2) Except for Edmonton, Red Deer and Lethbridge, landbanks in Alberta have primarily been small and located in small communities. Alberta Housing Corporation, being the most active landbank authority in the province, currently operates a landbank and/or development project in approximately 90 Alberta communities, including 24 in northern Alberta.

3) AHC development agreements are usually for a five year period, while AHC landbank agreements with municipalities cover a fifteen year period. The AHC assembly process consists of a land search, land acquisition, the maintenance of a land inventory for the banking period and land disposition. The Government of Alberta finances AHC landbanks with funds borrowed from the Heritage Savings and Trust Fund.

4) The Alberta Department of Housing assembles landbanks; i.e., large tracts of land in a few project areas, for periods of twenty-five years or more. This form of landbanking is closer to the theoretical model of associating landbanks with land economic and planning control methods.

5) Due to poor soil conditions, only 35% of the Lac La Biche landbank has been developed to date, and it is estimated that less than 50% of the remaining portion is developable (less than 70% of the total landbank). The landbank agreement between the town and AHC concludes in 1990; the unsold portion of land will then become a town debt owed to the Corporation. The town argued that AHC engineers and planners should have noted the poor land at the outset and chosen an alternative site with the town.

6) Town officials in three of nine other northern Alberta communities, expressed similar concerns to those of Lac La Biche officials. AHC was also criticized for their inability or reluctance to reduce lot prices to new, marketable rates in order to increase land sales. There were indications of poor communication skills by some AHC staff.

7) The Minister of Housing, responding to criticisms from some communities, has AHC landbank policy and operations under review, and has taken at least three other actions:

- suspension of the capitalization on interest on landbank debt; i.e., interest has been frozen at the March 31,1983 rate and will not be charged for the fiscal year 1983/84 (cost to government is $40 million);

- devaluation of inventoried AHC lands (costs to government is $15 million);

- a proposal from the Minister to have Government's General Revenue Fund purchase some AHC borrowings from Heritage Trust Fund (cost to the Government would be $280 million).

The Minister has not indicated if there will be future actions pending his policy review. AHC has noted there will be no new landbank developments for the foreseeable future.

8) The Town of Lac La Biche have presented an offer of $75,000 for the remaining 70 acres of the landbank, but the AHC has not yet responded. They did note that the offer was well below costs for that portion of the landbank.

Conclusions

It was concluded that the AHC program generally worked well; its goals were realistic, and its administration of the Residential Land Program was generally sound. A comparison of the AHC landbank program to other landbank programs did however expose some inconsistencies in the level of service AHC delivers to northern Alberta communities:

1) The recent decision by AHC to stop assembling landbanks may be inconsistent with good landbank policy. With land prices declining in the province, the corporation should be determining residential land needs for the next 20 years, and increasing banked land where appropriate.

2) AHC has not extended the fairest and fullest cooperation to some municipalities. The municipalities expect to be included as a full partner in the landbank assembly and development process, and be professionally consulted and advised as often as required. They also want to more actively promote the sale of AHC residential lots in partnership with the corporation.

3) The municipal officials interviewed were often unaware of the essential aspects of the agreement(s) between their municipality and AHC, who in turn may not review land agreements, land transactions, land prices and interest rates on debt regularly enough to assure understanding and agreement on all issues.

4) As partners, the municipalities have a responsibility to keep informed and should insist on ascertaining:

   a) AHC land prices and conditions affecting price, and especially reasons for unusually high land prices; and

b) interest rates on costs for land which will be charged against future land sales.

5) Municipal officials view AHC as an improper competitor in land development; for example:

- AHC offers to develop land for a municipality then will not sell the land at competitive rates if the "fair market price" is too low;

- AHC is a public agency with a public responsibility and should not participate like a private developer;

- AHCs role is to encourage land sales where necessary and sustain the overall competitiveness between developers through its influence on land sales, and can be carried out simply as a landbanker and development financier, selling public land to the municipality or private sector as necessary. Controls can be placed on developers/ municipalities to ensure a certain amount of public housing is built.

6) AHC is viewed more favourably as a landbanker and financier than as a land developer. Its role in development perhaps should be directed solely to policy and not practice. This assessment is consistent with other critiques on government as landbanker/land developer.

7) The amount of poor, underdevelopable land assembled in Lac La Biche was a unique landbank purchase for AHC. The town is hopeful that AHC will act in good faith and renegotiate the landbank agreement, which would include fair price for sale of the landbank to the town or a proposal for a fair cost recovery formula for future land development.

8) There is a general concensus that there will be occasional problems facing municipalities and AHC with their joint agreements. There is support for the Minister to create an interdisciplinary advisory body to hear issues and problems, and then present recommendations to the Minister regarding such disputes, and generally advise on land use policies and practices.

The following is a summary prepared by the
Northern Development Branch
on

Local Purchasing by the Government of Alberta: Policy, Practices and Issues

Written by: Northern Development Branch
Peace River, Alberta

June, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

Since 1975 there have been 17 briefs presented to the Northern Alberta Development Council regarding the opportunities for small northern businesses to compete more fairly with larger businesses on Government of Alberta contracts. The majority of the briefs complained about the government not giving the local suppliers of goods and services a fair opportunity to bid on tenders. In particular, businessmen in Lac La Biche and McLennan argued that their businesses could have supplied government in their communities very economically, but opportunities were never fully realized.

In May 1983, the Northern Alberta Development Council directed its staff to review government purchasing issues and to prepare a background report.

Objectives

The objectives of the research were:

- to inquire into Government of Alberta policies and practices on purchasing;

- to inquire into issues raised by northern Alberta suppliers on government purchasing policies and practices;

- to draw conclusions and report to the Northern Alberta Development Council.

Methodology

Research by Council staff included a review of the briefs to Council concerning local purchasing by government, as well as a review of relevant literature. A survey of northern business opinion was also carried out, in co-operation with the Association of Peace Country Municipalities.

Principal Findings

Since 1983, the government has taken significant steps to improve its capability in purchasing from local suppliers. In Febuary 1983, the Premier issued a directive to all government ministers to:

- develop a greater awareness within each department of the capabilities and capacities of local suppliers;

- ensure a fair opportunity for local firms to compete on government contracts;

- identify areas of opportunity for local suppliers;

- ensure a thorough search for capable Alberta firms when seeking contract tenders; and

- consider parceling large contracts to allow competitive bids by smaller firms.

Alberta Economic Development is the department which has recently been given responsibility for purchasing policy coordination and development. It is responsible for implementing the Premier's 1983 directive in support of local purchasing.

In a review commissioned by Alberta Federal and Intergovernmental Affairs, it was found that no province has fixed rules on whether out-of-province firms will be prohibited from bidding on major projects. However, Saskatchewan and Manitoba will restrict invitations to tender to in-province firms for a select number of commodities. Quebec, Nova Scotia and New Brunswick on the other hand, generally restrict invitations to tender to in-province suppliers where adequate competition exists. It is also apparent that, during times of economic downturn there is a tendency for provinces to adopt more restrictive and protectionist policies.

The Department states it is Alberta's view preferential practices are creating interprovincial barriers to trade and should be eliminated. In 1978, Premier Lougheed expressed the view that if other provinces did not act in a positive way to eliminate preferential practices, Alberta would have to consider implementing similar policies due to mounting pressure from the Alberta business community.

Pursuant to the Premier's 1983 directive, Alberta Economic Development is reviewing local purchasing by government, and trying to determine ways and means of improving local supply opportunities without prejudicing fair market competition on bids. One effort is "BOSS", a federal/provincial computor index of available Canadian suppliers and services. It is, in fact, an expansion of existing provincial "Source Lists", like that which already exists in Alberta Public Works, Supply and Services. Business Opportunities Sourcing System (BOSS) will increase information for and about small, local suppliers; it will also expand the degree of competition for them.

In the private sector, there is evidence that some policy changes are being drafted by larger firms which will favour the small, local supplier, and these may bear on government policy.

A survey of northern Alberta municipalities and Chambers of Commerce conducted by the Association of Peace Country Municipalities requesting information on local purchasing practices and opportunities with the Government of Alberta, found that local suppliers generally do not disapprove of the local purchasing policy and practice of the government. But they seem to want two things improved by the government:

1. the level of awareness among suppliers of available contracts for public tender and the procedure for bidding; and

2. a means to ensure that the government is aware of local supply opportunities for every government project and service in relevantly local areas.

Conclusions

Generally, government purchasing officials and most suppliers support the fairness and economy of government purchasing practices. Certainly there are incidents when local suppliers missed opportunities for selling to government but an assessment of some of these complaints revealed that the local suppliers were underbid.

The issue appears to be twofold:

- many small local firms have little or no experience selling to government and little or no knowledge of government purchasing policy;

- many small, local firms experience higher costs of operation than distant, larger firms (except, perhaps, transport costs to nearby project sites).

The government has made it clear that it does not support proposals for price differentials favouring the tenders of small, local suppliers. There are two more issues that affect the government's approach to purchasing:

- the free market system of competition is the essence of business in Alberta, including the business economies of small communities; and

- not only must small, regional Alberta firms compete with large, central Alberta firms, but all Alberta firms must compete with other Canadian firms and international/multinational firms.

Although the government is convinced that a central purchasing authority is the fairest to all and the most economical system, they have begun to implement changes that should improve opportunities for more Alberta businesses. The main improvements are:

- local government officials can promote a local supplier they believe can supply the office more economically;

- government departments are directed to "source" smaller firms thoroughly and verify they did;

- government departments are directed to identify more opportunities for small local suppliers;

- government projects are to be subcontracted wherever possible;

- all tenders be thoroughly researched to identify hidden costs or benefits.

If the "accelerated program of support" to smaller firms works then increased opportunities should exist for bona-fide local suppliers. In any event, local suppliers may now have a better avenue of recourse and appeal than ever before, to both departments and central purchasing authorities.

The following is a summary prepared by the
Northern Development Branch
on

Game Ranching in Northern Alberta

Written by: Northern Development Branch
Peace River, Alberta
and
Teichroeb Consulting
Peace River, Alberta

July, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

The Northern Alberta Development Council engages in various activities relating to the economic development of northern Alberta. These initiatives have included support for feasibility research into game ranching as an economic activity in the north and support for project developments.

With changes occurring to provincial legislation that would encourage game ranching on private lands and Metis Settlements, the Northern Alberta Development Council undertook research to develop a discussion paper to examine various issues in conjunction with game ranching in northern Alberta.

Objectives

The report was intended to:

- provide background information on game ranching;
- assess potential economic opportunities related to the development of a game ranching industry in northern Alberta; and
- provide recommendations from the Northern Alberta Development Council to the provincial government regarding the development of game ranching in northern Alberta.

Methodology

Based on preliminary discussions, a literature search and review was undertaken under the general topic of game ranching. Interviews were held with a variety of private and public individuals who were undertaking various activities in conjunction with the general provincial game ranching discussion. The Wildlife Ranch on the Kikino Metis Settlement was used as a focal point and case study in the report when discussing the various issues and concerns raised for and against further provincial game ranching developments.

The information obtained was assembled into a discussion paper which examines the Kikino Wildlife Ranch, provincial legislation pertaining to game ranching and changes to the legislation, the economic potential and opportunities related to game ranching, development strategies and various concerns and issues which have been raised by groups and individuals concerned about the development of a provincial game ranching industry.

Principal Findings

- The legislation affecting further development of game ranching in Alberta is presently in a state of transition. While new provincial Fish and Wildlife Policy has been established that encourages game ranching, legislative changes to the Wildlife Act to support the policy are still being delayed to allow for further public input into the issue.

- A variety of economic opportunities are potentially available through game ranching development. These types of opportunities will vary with factors such as the strategies and objectives of each game ranch, and the level of management that is undertaken.

- Support for game ranching in Alberta is mixed. While various groups support the concept others have voiced concerns regarding further development of an industry in Alberta. Issues raised include:

  i) concern that game ranching will lead to a net decrease in our present wilderness and environmental values;

  ii) game ranching will cause a significant increase in the illegal capture and sale of wildlife; and

  iii) costs related to the development of the industry remain incomplete.

Conclusions and Recommendations

The provincial government is actively involved in developing wildlife management programs in conjunction with various economic opportunities. A crucial element in achieving success in any particular initiative is public support. As wildlife habitat and populations change, and the demands on public resources increase, new management programs are needed.

The proposed game ranching and domestic wildlife farming initiatives represent examples of new management techniques being proposed in conjunction with a renewed provincial government emphasis on wildlife habitat development. The Northern Alberta Development Council strongly supports efforts that ensure public awareness, in order that they can comment on any further role game ranching and/or domestic wildlife farming can play in the economic and social development of northern Alberta.

Recommendation I

The Northern Alberta Development Council supports the general concept of game ranching in northern Alberta and recommends that conditional support be given to the development of the industry as outlined in the new Fish and Wildlife Policy.

Recommendation II

The Northern Alberta Development Council recommends that the Fish and Wildlife Division of the Department of Energy and Natural Resources increase the information on game ranching available to the public, and solicit additional input into the review and development of further game ranching legislation in Alberta.

Recommendation III

The Northern Alberta Development Council recommends that definitions be developed in Alberta's Regulations which clearly outline the concepts of "game ranching" and "domestic wildlife farming" as stated in the Fish and Wildlife policy.

Recommendation IV

The Northern Alberta Development Council recommends that the Fish and Wildlife Division of Energy and Natural Resources provide adequate notification regarding changes made to the classification of big game animals as they are brought under or removed from the Wildlife Act, so that the public are aware of and understand to a greater degree the distinctions between domestic big game animals and big game animals designated as wild under the Wildlife Act, in conjunction with the development of game ranching and domestic wildlife farming.

Recommendation V

The Northern Alberta Development Council recommends that regulations intended to further the development of provincial game ranching or domestic wildlife farming be flexible to ensure that game ranches varying with objectives and management styles will be able to develop.

Recommendation VI

The Northern Alberta Development Council recommends that further development of game ranching, domestic wildlife farming and related economic opportunties be subject to:

i) Further discussions occurring regarding the types of big game that are or could potentially be involved, their legal classification as wild or domestic animals, the conditions of their captivity and the sale of the animals and their by-products.

ii) Separate assessments being undertaken regarding the development of game ranching on private lands and on Metis Settlements, in order to recognize and respect the different cultural and economic situations under which development could occur.

Recommendation VII

While recognizing that issues of jurisdiction and responsibility are subject to the legal classification of the big game ungulates under the Wildlife Act, the Northern Alberta Development Council recommends that Energy and Natural Resources and Alberta Agriculture resolve issues of jurisdiction and responsibility regarding domestic animals and wildlife involved in game ranching and domestic wildlife farming initiatives, in order that the industry develops in a coordinated manner.

The following is a summary prepared by the
Northern Development Branch
on

Joussard Marina Feasibility Study

Written by: The IBI Group
Calgary, Alberta

August, 1984

Sponsored by: Joussard Sports Association
Northern Development Branch,
Alberta Tourism and Small Business

Background

In 1983, a brief was submitted on behalf of the Joussard Sports Association to the Northern Alberta Development Council regarding the development of a marina/harbour facility at Joussard, Alberta on Lesser Slave Lake. It was felt that there was a definite lack of suitable docking and mooring facilities for commercial fishing vessels and recreation vessels. The recreation potential of the lake has not as yet been developed and it was felt that the construction of a major facility could possibly have a beneficial effect on the whole region. A natural site presented itself - that of a reef extending one-half mile out into the lake.

Purpose

The primary purpose of the study was to determine the feasibility of constructing a marina/harbour on Lesser Slave Lake.

Methodology

Two distinct market segments were identified with respect to demand for a marina facility: the recreational boaters and the commercial fishermen. Detailed information was collected for both groups by means of questionnaires and extensive dialogue. Of the approximately 135 questionnaires completed, 95% of the respondents indicated that a marina is definitely needed on the lake. In terms of determining the total demand estimate, a conservative figure of 7% of the total number of boats in the primary market area was employed, in conjunction with a capture rate of 1% of the total demand for berthage space in the secondary market area. This equates to an initial estimate of 180 boat slips.

Three basic conceptual alternatives were developed for the marina/harbour; two for the proposed site and one for the existing harbour site at Joussard. Each attempted to address in whole or in part the major planning concerns and development objectives resulting from an analysis of the recreational boaters' and commercial fishermens' surveys.

The alternatives were subsequently evaluated in terms of the following parameters: accessibility, serviceabilty, potential for future expansion, potential for ancillary facilities (beaching, camping and accommodation, etc.), development costs, land aquisition, impact on community, adherence to established design criteria, potential for federal funding, timing of development and activity relationships.

Development costs were estimated for the three alternatives based on the concepts as presented below:

CONCEPT	ESTIMATED COST
A - High Level Treatment	$4,787,284.00
A - Minimum Treatment	3,131,112.00
B - High Level Treatment	6,488,737.00
B - Minimum Treatment	4,849,727.00
C - High Level Treatment	2,920,000.00
C - Minimum Treatment	1,823,762.00
D - Minimum Treatment	1,189,605.00

Principal Findings

Given its size and hydrodynamic qualities, Lesser Slave Lake offers considerably more challenge and appeal to recreational boaters than other Alberta lakes. For this reason alone, it warrants the construction of a good quality marina. Other reasons include a rapidly expanding boat population and soaring demand for recreational resources, particularly in comparison with the small and frequently crowded alternatives.

However, the lack of facilities on the lake is impeding the growth of its recreational function. In terms of its commercial fishery, the lake is currently utilized at less than 12% of its peak year performance in terms of total landings.

Based on an analysis, Concepts A and C were tied for the first order ranking with Concept B a distant third. Given the much lower development costs associated with Concept C, the fact that the Joussard Sports Association has recently acquired land, and a pending proposal for a campground facility just to the south of the existing harbour, Concept C presents itself as the most viable alternative for the marina facility.

Two basic levels of treatment were considered for each alternative - a high level of treatment which included paving of parking areas, sheet piling along the bulkhead, and the inclusion of associated activities such as campgrounds, concessions, additional parking, picnic shelters, etc.; and a lower level of treatment which entailed gravel parking areas, rip-rap along the bulkhead and a deletion of associated recreational activities.

A major component of the study was the identification of potential public and private sector sponsors, facility users, and funding programs available for development of the site. Given optimum funding arrangements, a potential $1.8 million could be raised from sources including: Fisheries and Oceans Canada, Employment and Immigration Canada (LEAD Program), Alberta Recreation and Parks, Municipal Assistance Grants and various other minor sources. A second option assumed private tenure with certain rights of public access, etc. Once again, the largest single proportion of funds would be provided by the Federal Government's Marina Assistance Program. Investors could augment their initial capital outlays with term financing at favourable rates through the Alberta Opportunity Company, and a Small Business Equity Corporation could be established to provide some leverage within the limits of the provincial Tourism and Small Business Program.

Under this option, a minimum $200,000 of private equity investment could potentially generate a total of $1.3 million.

A preliminary economic feasibility analysis was undertaken for the facility. The major implications are as follows:

1 Given optimum public funding, the proposed marina (Concept C, Minimum Level of Treatment) could potentially be funded entirely through various public sector sources.

2 The economic viability of the marina (Concept C - Minimum Level of Treatment) employing a mix of public and private sector funding is marginal, based on the cost assumptions and funding scenario presented. The economics of the other alternatives (A,B and D) are even less favourable.

3 This analysis points to the need for a full-service facility in conjunction with associated activities such as a campground, overnight accommodation, cottage lot development, etc., that would also generate a profit and thereby add to the economic viability of the overall facility. These facilities would also aid in ensuring a captive market and higher overall utilization of the marina facility.

4 As indicated, utilization of local harbour and materials along with competitive tendering of the project could substantially reduce the overall development costs. These factors would logically be explored in greater detail as the design of the facility is finalized.

5 Other factors which would contribute to a more economically viable private operation include a reduction in interest payments (or alternatively an extension of the amortization period), and a reduction in the return on investment to equity holders, currently assumed at 10%.

Conclusions

Present indications are that the marina facility is favourably and extensively supported at the local and regional level. It is envisioned as a catalyst to expanded economic opportunities within the hamlet and region overall relative to the recreation/tourism sector as well as the commercial fishing industry. The construction of the facility could put between $1.8 and $4.8 million into the local economy and create between 17 and 46 jobs. The addition of a marina facility and associated activities could substantially augment the tax base and tax revenues of the hamlet and expenditures in local businesses could generate upwards of $930,000 every year for the region. The demands the facility will place on local public services are minimal and should be more than offset by the taxes paid. In summary, the net economic impact of the proposed facility is anticipated to be extremely favourable.

The following is a summary prepared by the
Northern Development Branch
on

Fort McMurray Air Medivac Services Evaluation Project

Written by: R. Harman and Associates Ltd.
Edmonton, Alberta

September, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

Fort McMurray Regional Hospital approached the Northern Alberta Development Council with a request for assistance on evaluating alternatives for air medivac in Fort McMurray. The request urged that at least two components be part of the evaluation: the existing air medivac services offered by the hospital and the fire department; and a proposed hospital-based helicoptor air medivac service.

The study was approved as a NADC-Fort McMurray Regional Hospital joint project. The City Fire Department, Suncor, Syncrude, a local doctor, air medivac and paramedic personnel were asked and agreed to participate. The NADC, hospital and the two oil companies contributed financially.

The purpose of the project was to provide the Fort McMurray Regional Hospital with a plan for the future operation of the Air Medivac Services Program which will effectively meet the needs of the region.

Objectives

Within the context of the purpose, seven specific objectives were identified:

1. to identify and quantify, by category of medical dependency, the present and future demands for the Air Medivac Services;

2. to evaluate the current level of Air Medivac Services;

3. to compare the existing program to other established programs in terms of services provided, resources available, organization, integration with complementary services and operational costs;

4. to identify, quantify and prioritize any deficiencies between the existing Air Medivac Program and its ability to meet:
   a) the immediate needs;
   b) the long future needs;

5. to analyse alternative solutions to correct any identified deficiencies and provide a set of recommendations;

6. to provide an implementation plan for the recommendations; including sequence, prerequisites, impact/consequences and estimated costs; and

7. to identify any potential spin-off costs and/or benefits to the region as a result of implementing the recommendations.

The two most important aspects of this study, as identified by the Steering Committee include:

1. an evaluation of the current program in terms of
   a) membership
   b) protocols
   c) staff training
   d) process/operation
   e) budget
2. interagency and program integration, co-ordination and collaberation mechanisms

Methodology

A structured interview technique was employed whereby selected individuals, groups and agencies were asked to respond to and provide informed comments on specific topics concerning the current and future activities of the existing medivac programs in general and the Air Medivac program in particular.

Interviews were conducted with individuals and agencies within the Fort McMurray area and with two other agencies which were selected as comparative models: The British Columbia Provincial Ambulance Service and the St. Mary's Hospital Air Life Program in Grand Junction, Colorado.

Two types of questionnaires were used: one designed for those who "provided" medivac services, such as ground ambulance operators, and the other aimed at the "consumers" of the various medivac services. In the case of a group being both a "provider" and "consumer", both questionnaires were employed.

The interviews ranged from 90 minutes to three hours.

To complete the comparative evaluation objective, the current protocols used by the Fort McMurray Regional Hospital Air Medivac Program were reviewed and critiqued by physicians familiar with such air medivac protocols.

A draft goal statement was reviewed and revised by the Steering Committee. The problem definition statements represented the deficiencies that exist between the current situation and the goal. These statements were displayed under the headings Scope of Services, Demand, Resources, Protocols, Integration, Cost and Evaluation. Criteria statements used to evaluate the selected alternatives were evaluated by the Steering Committee.

Principal Findings

Three documents were produced.

Report 1 - Comparitive Evaluation of Current Situation

Report 2 - Problem Definition/Interim Report

Report 3 - Strategic Plan and Recommendations

Report One:

Report One of the Air Medivac Services Evaluation Project addresses the specific objective "to compare the existing program to other established programs in terms of services provided, resources available, organization, integration with complementary services and operational costs."

Through the use of structured interviews, the data and views of various medivac provider agencies and consumer groups located in the Fort McMurray area were obtained. For comparison purposes similar data and views were gathered from the Air Life Program operated by St. Mary's Hospital in Grand Junction, Colorado, and the B.C. Air Ambulance Service.
Figure 1 Summarizes the comparison between Air Medivac and Air Life.

FIGURE 1
COMPARISON OF AIR MEDIVAC AND AIR LIFE

	AIR MEDIVAC (Fort McMurray)	AIR LIFE (Grand Junction, Col.)
Respond to "Scenes"	Yes	Yes
Inter-hospital transport	Yes	Yes
Geographical area	350-400 miles	250 miles
Average distance travelled	more long trips	more short trips
Mode of travel	fixed wing chartered	Bell Long Ranger-L3 helicopter, medically configured
Staff	6 RN's trained as flight nurses	5 RN's trained as flight nurses
Written clinical protocols	Yes - detailed	Yes - general
Emergency Medical Service(EMS) Co-ordinator	No	Yes
Funding	90% Prov. Govt. 10% Federal & other Provincial Govts.	75% patient charges 20% contribution 5% hospital subsidy

B.C. Air Ambulance is involved mainly in inter-agency patient transfers and is staffed by paramedics. It is operated only in the provnce of B.C., with that government funding 100% of the costs, with the exception of some charges to the Federal Government.

Report 2

This report presents the comments and views of both provider agencies and consumer groups concerning their perspective on the current situation as well as probable future directions for that service.

The major issues arising from an assessment of the existing situation are as follows:

a) the lack of defined roles/mandates for some agencies has resulted in a competitive overlap of services;

b) there is no obvious gap in urban and industrial medivac services, however the services provided in the outlying areas are weak; and

c) the aircraft used is not medically configured or pressurized.

The strength in the current situation is the availability of medivac resources and dedication of the staff but the weakness is the absence of a management system which has the responsibility and authority to provide an integrated Emergency Medical Service (EMS) to the region.

Report 3

The goal statement for the Air Medivac Program was revised as follows:

> To provide appropriate and timely aero-medical transportation of sick or injured residents within the scope of a well-managed, multi-tiered comprehensive Emergency Medical Services system which can effectively meet the needs of the population located within the Fort McMurray region.

Of five major alternatives suggested in order to resolve the problems and achieve the stated goal, the MANAGEMENT alternative received the most favorable ratings based on pre-determined criteria. This option calls for the application of basic management techniques to the operation of an EMS service.

Conclusions and Recommendations

Based on the comparable points, it is concluded that the Fort McMurray program is more similar to the Air Life Program in the areas of service provided, staff skills/training, and clinical protocols. However, it appears the Air Life Program is able to provide faster response times. As well, the integration mechanisms used in the Air Life region appear to be more effective than those used in the Fort McMurray region.

In order to acquire the necessary "demand" data and to determine the precise role of the various EMS agencies operating in the region, the following recommendations were made:

a) that the MANAGEMENT alternative be implemented; i.e., better coordination of existing services, and settling up a "directorate" to coordinate service;

b) that the Air Medivac Program conduct all interagency and inter-hospital patient transports and other aeromedivacs that do not involve rescue and extraction activities;

c) that the EMS co-ordinator for Mesa County, (Air Life Program), be invited to speak to the Steering Committee.

d) that the feasibility of a helicopter based at the Fort McMurray Regional Hospital be studied, in approximately 18 months, when sufficient data concerning potential demand has been obtained.

The implementation of the MANAGEMENT alternative will assist the Air Medivac Program in achieving its stated goal in as much as it defines the role of the Air Medivac Program in providing aero-medical transports.

The implementation of the MANAGEMENT alternative will assist the Air Medivac Program in achieving its stated goal in as much as it defines the role of the Air Medivac Program in providing aero-medical transports.

The Flight Nurses will continue to provide aero-medivac services which involve inter-agency and inter-hospital transfers. Whether or not the Flight Nurses will perform aero-medivac services at a "scene" will depend on the guidelines issued by the Directorate. So long as requests of emergency medical services are sufficiently vague and fail to properly identify the exact state of the medical emergency, and in particular the need for rescue, it is further recommended that the primary response be made by the Paramedic Service of the Fire Department.

It may evolve through proper training of residents in outlying communities, that such EMS requests can specifically state that patients/ callers communicate the state of emergency. In these cases, where there is no requirement for rescue, then the Directorate can establish guidelines which may allow the Air Medivac Program to respond.

The role of all the agencies will only become clearer as the Directorate is able to build up a historical profile of data and enact increasing specific guidelines.

The following is a summary prepared by the
Northern Development Branch
on

Trapping In Northern Alberta

Written by: Northern Development Branch
Peace River, Alberta

November, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

The Alberta Trappers' Association (A.T.A.) consists of 29 ATA local, the majority of which are located in the Northern Alberta Development Council area. According to a brief submitted by the Alberta Trappers' Association to the Environmental Council of Alberta, there are 3000 registered trappers and 5000 resident trappers in Alberta. The Alberta Trappers' Association presently has a membership of approximately 1096 registered and resident trappers from throughout the province.

A number of briefs have come before the Northern Alberta Development Council requesting assistance on trapping related matters. In particular, the briefs sought assistance in recovering fair and swift claims from the Trappers' Compensation Board.

Objectives and Methodology

The objectives of this report are to:

a) summarize the activities of various groups in conjunction with issues and concerns relating to trapping in northern Alberta;
b) examine recent changes to the composition and mandate of the Trappers' Compensation Review Board;
c) make recommendations from the Northern Alberta Development Council to the provincial government regarding the trapping industry in northern Alberta.

The research consisted of a literature review and interviews.

Principal Findings

The NADC has supported the Alberta Trappers' Association through assistance in developing and monitoring:

1) The Trappers' Compensation Program
2) Grants to the Association:
    1) 1977/78 grant to assist the Association in promoting the provincial fur industry;
    ii) 1976/77 grant to assist in the continued publication of the ALBERTA TRAPPER.
3) Research: A Preliminary Review of the Alberta Fur Trapping Industry, M.T.B. Consultants. Edmonton, 1979.

The most recent NADC review of policy and legislation related to trapping proposed revisions to the Wildlife Act that would allow a registered trapper as a licence holder to sell the trapping rights to his/her registered area. Presently, rights are only transferable.

A brief presented to the NADC by a Loon Lake resident commented on trapping problems caused in part by the provincial reforestation program called Maintaining our Forests. The program clears areas of crown land and replants the area with coniferous trees. The brief indicated that the MOF program resulted in a loss of trapping opportunities in the registered trapping area, and questioned the justice of one government department "wiping-out" a man's business for which he is licenced by that same government.

The Alberta Trappers' Association is working to convince authorities that the Trappers' Compensation Program should be amended to apply to other private sector and provincial department activities in the renewable resource sector. The Trappers' Compensation Review Board has made recommendations to the Associate Minister for Public Lands to formally include other resource sectors under the program.

Conflicts between trappers and grazing lease holders have been raised through briefs to the Northern Alberta Development Council. A trapper has the right to trap on any and all crown land area within his/her registered trapping area, including areas allocated for grazing lease.

Public Lands is responsible for approving and monitoring these various activities. The trapper has a less privileged position than that of the lease holder regarding the use of the crown land being administered under a multiple land use policy.

At an NADC meeting with Hon. D. Sparrow in April, 1983, concern was expressed by the Minister over anti-trapping activities and their effects on the industry. Proposed revisions to the Wildlife Act include the development of a provincial humane trapping educational program to make people aware of various efforts being undertaken to develop a more "humane" industry. The fur industry and trappers' associations across Canada recently formed the Fur Institute to "promote the conservation and optimum development of the fur resources of Canada, and to encourage and develop humane harvesting methods and animal husbandry."

At a recent meeting with the Northern Alberta Development Council the chairman of the Trappers' Compensation Board indicated that 1% of the price paid to trappers for their furs is being allocated between the Fur Institute and local trapping associations in order to increase the basic awareness of trapping issues to the public from the industry's perspective.

In June 1984, the Alberta government signed an agreement with the Fur Institute of Canada to assist in a major research project to develop and promote humane trapping systems. The research is to occur at the Environmental Research Centre in Vegreville. It has been noted, however, that while the Province is sponsoring research into humane trapping for the industry, it is at the same time cutting back on provincial support for the maintenance of the trapping industry through reductions to the support staff of the Trappers' Compensation Review Board.

Conclusion

The Northern Alberta Development Council made the following summary statements to the Hon. D. Sparrow, Associate Minister of Public Lands and Wildlife at the joint meeting of April 1983:

1) The NADC supports the trapping industry in northern Alberta and the Trappers' Compensation Program administered by the Fish and Wildlife Division. The role of Trapline Resource Officers as a direct line between trappers and the Compensation Board in handling a trapper's concerns is viewed as being very necessary and beneficial.

2) With multi-use resource pressures continuing on wildlife, the Northern Alberta Development Council would support a review of the Trappers' Compensation Program to examine the program and the types of compensation agreements being used.

When the NADC met with the Trappers' Compensation Review Board and Fish and Wildlife officials in November 1984, the NADC strongly supported the Trappers' Compensation Review Board in seeking to have the Trapline Resource Officer positions within the province maintained as full time positions devoted to working directly with trappers and the industry.

Recommendations

1) The Northern Alberta Development council recommends an extension of the existing Fish and Wildlife and Alberta Trappers' Association community contract program into the remote/isolated communities of northern Alberta. By establishing local contacts the Trappers' Compensation Program could be further publicized and utilized by registered trappers in these areas.

2) The Northern Alberta Development Council supports the existing Trappers' Upgrading Course offered through the Fish and Wildlife Divisions and recommends further expansion of the program into northern communities in order to promote fur harvesting and management techniques.

3) The Northern Alberta Development Council supports the concept of one Trappers' Association within Alberta. The Council recommends further discussions with Fish and Wildlife and the Alberta Trappers' Association to explore ways of strengthening and expanding the Association in order to assist it in representing the concerns of all registered and resident trappers of Alberta.

4) The Northern Alberta Development Council supports the recommendation of the Alberta Trappers' Association that the Trappers' Compensation Program be received and formally expanded to include resource activities other than the conventional oil and gas industry. A more equitable arrangement should exist between industries paying into the Fund, the types of compensation claims settled and the ablitiy of a trapper to adequately resolve concerns with other resource users.

5) The officials responsible for the Trapper Compensation Program should review their requirements for the reporting of damage to traps and snares, in an effort to take into consideration the various cultural backgrounds of those who are likely to come into contact with the program.

6) The Government should undertake a review designed to ensure that notice of intention to build cutlines is given to trappers operating in the area of the cutline, and other interested parties, as far as possible in advance of the commencement of work on the cutline.

The NADC will continue to promote practical measures to maintain the trapping industry in northern Alberta and looks forward to further discussions in order to achieve this objective.

The following is a summary prepared by the
Northern Development Branch
on

Human Services in Wabasca/Desmarais: A Review

Written by: Baristow and Associates Consulting Limited
Edmonton, Alberta

November, 1984

Sponsored by: Peekiskwetan Society, and
Northern Alberta Development Council

Background and Purpose

In June 1983, members of the Wabasca/Desmarais community and the Peekiskwetan Let's Talk Society met with the Honourable Larry Shaben, MLA for Lesser Slave Lake, along with officials of Alberta Social Services and Community Health, the Northern Development Branch and Alberta Native Affairs. The purpose of the meeting was to discuss a proposal for establishing a permanent multi-purpose emergency shelter for special crisis cases, such as suicide, battering, alcoholism, etc. The meeting concluded that there were no less than 16 human services delivery agencies working in the area, often in an unco-ordinated fashion. Mr. Shaben requested that a study into the issue be carried out prior to the government offering a response.

Objectives

The following key objectives were identified for a study:

- describe the community's human and crisis needs;
- inventory the human service delivery system in Wabasca/Desmarais;
- identify and analyze service gaps and service delivery problems;
- develop a community-based strategy to resolve major issues identified;
- review and comment upon the need for specific proposed services, such as a multi-purpose crisis shelter

Methodology

The study terms of reference suggested a very heavy process oriented exercise, with emphasis on significant community input. Twenty-five percent of the community was surveyed to obtain comments on needs and gaps, as well as attitudes towards the proposed shelter and other services. Delivery agencies in the area were also interviewed.

A thorough review of the literature was carried out. Four meetings between the consultant and the steering committee directed the consultant throughout the project.

Principal Findings

1) Literature Review

Suicide and crisis intervention, socio-economic studies, and alcohol-related studies were examined separately. Bibliographies and reports were obtained from the Calgary Suicide Information and Education Centre's Interactive Retrieval Service. The consultant and the Northern Development Branch were also able to identify some 31 studies that had reference to human services delivery in Wabasca/Desmarais. Many of the studies restated common themes, such as the multiplicity and complexity of problems and agencies trying to seek solutions, a lack of leadership and community confidence to maintain program initiatives, lack of accurate information to describe the extent of problems, the need for cohesive local decision-making to deal with many interested groups in the area, and the past history of short-term success and failure in the community.

The solutions and strategies have also been similar. Almost every study has stressed the need for overall planning and inter-agency co-ordination in reducing inefficient service delivery and improving program efforts.

Studies that dealt with further action suggested that a local resource person or persons would be required for ongoing need identification, interagency co-ordination, information and referral, follow-up and statistical reporting. In other words a high degree of full-time commitment was required.

A number of major studies on alcoholism were reviewed, including a major study prepared for the Northern Alberta Development Council in 1983. This study noted the following gaps:

- limited data and research about clientele, programs, and services' effectiveness;
- limited public and professional understanding about current service agencies, the effects of abuse, and appropriate treatment strategies;
- interagency groups do not work well together and follow-up with clients is inadequate;
- limited availability of pre-school or educational programs, counselling programs, youth programs, and education of community workers;
- lack of adequate staffing;
- shortage of physical facilities such as short term treatment and interim residential facilities, treatment services, and support services (education and counselling);
- limited local participation in identifying, approving, designing or implementing a program or service;
- lack of full time service in the community, most noteably in the evenings and on week-ends when needs are greatest.

2) The Existing Human and Service Delivery System

Based on the results of a very large inter-agency workshop held on April 30, 1984, and on group agency interviews and individual agency interviews, the following conclusions can be drawn regarding the effectiveness of these agencies in the area of crisis intervention and follow-up counselling:

- Few agencies, other than Social Services, are mandated to deal with crisis intervention. However, even Social Services does

not have authority for individuals over the age of 18 regarding mental health issues.

- While there are large numbers of "helping" agencies working in the area, few of them are trained in sophisticated counselling or crisis intervention. The area mental health worker who reports to a Grande Prairie office has only two days per month available in the community, and the area consulting psychologist has only up to two days per month.
- The local Peekiskwetan Society has a clear commitment to deal with crisis intervention, yet this group is voluntary and has no permanent staff or core funding; therefore, the amount of counselling that can be provided is usually limited to outside of regular working hours.
- Jurisdictional lines of responsibility are often complex between federal and provincial agencies, although working relationships are relatively positive.
- Very few of the agencies in the areas keep regular statistics on clients, program activities of need, and there is no one agency working in the area which collects statistics for all social service agencies working in the area.
- At the interagency workshop, virtually all of the 18 agencies felt that generally speaking, clients were unaware of services. Seventeen agencies felt there was inadequate funding for crisis intervent- ion and that workers did not have enough time with clients to do an adequate job.
- Other issues identified in interviews were problems of linking clients to services because of lack of inadequate transportation systems or a lack of staff available to set up and confirm appointments; limited management (especially in the mental health area); difficulty in recruiting qualified staff because of a serious housing shortage and unavailability of local amenities, and the lack of strong and effective local government to lead and co-ordinate important policy areas.

3) Human and Crisis Needs and Service Gaps

The issue of a need for a hospital in the community has arisen repeatedly since the St. Martin Hospital was closed in 1977. The majority of patients requiring hospitalization must travel 80 bumpy miles over a gravel road to the nearest hospital in Slave Lake.

The community survey asked local residents whether they were able to receive the help they needed at the local clinic. The vast majority, (86%) responded positively, although half of this group mentioned that they had to wait until the next day when the doctor was in town. The percentage was even higher (93%) for those who felt that the presence of a local doctor or full-fledged hospital would be beneficial.

Residents were asked whether they had heard of and/or used the 21 different human services agencies in the area. Those agencies most familiar (over 90% of the respondents had heard of them) were the Bigstone Band Social Services, Athabasca Health Unit, St. Martins Health Centre, R.C.M.P., and the churches. Those the least known to local residents (less than 50% had heard of them) were the Employment Council Relocation Service Program (ECRS), Employment Opportunities Program (EDP), the Peekiskwetan Society, and Family and Community Support Services (FCSS). Those agencies with the lowest rates of utilization (less than 10% of those surveyed had used them) were the Employment Opportunities Program, the Peekiskwetan Society, FCSS, ECRS, Provincial Mental Health, and Native Alcohol and Drug Addiction Program Counsellors.

Most of those surveyed (86%) felt there was a need for a full-time social worker/counsellor on call in the community, on a 24 hour basis. Ninety-seven percent of respondents agreed that there was a need for a full-time co-ordinator in the community, to be familiar with all agencies and programs and making referrals to the most appropriate people.

There was almost unanimous support from the community for the development of a multi-purpose crisis centre which would have emergency accommodation for families and individuals in distress as well as office facilities for a doctor, mental health worker, and program co-ordinator. Many people felt that part of the centre should be used for a teenage drop-in centre, although Social Services and others has some difficulty over compatibility of both functions within the same facility.

Conclusion

Countless studies before this one have talked about lack of co-ordination, fragmentation, lack of local control, program overlaps, gaps, and so on. The study has identified that there are a very large number of people in the human services delivery area already working in the area. They are all very frustrated with themselves. Many do not have the skills and training to be very helpful to their clients and they readily admit it.

Those agencies who do want to do something to help, such as the Peekiskwetan Let's Talk Society, are in a vicious circle. They sometimes lack credibility within the community because they have no mandate, no budget, and no permanent staff. All of their members hold down full-time jobs, so if they do perform a great deal on their own time, they eventually burn out.

The Government of Alberta requested this study to gain a better understanding of the nature of the problem before responding to a funding request. The statistics point to dramatic increases in the number of crisis cases requiring hospitalization. In 1979, 26 people from Wabasca/Desmarais were hospitalized for this reason. In 1983 the number was 78. In 1983 it cost the taxpayers of Alberta over $100,000 in hospital and ambulance costs to treat these people in Slave Lake, because there was no one or no place to go to seek help locally.

Groups such as Peekiskwetan Society need help. They have taken more than they can handle on a volunteer basis and they need full-time professional assistance. Individual members are well known and trusted by the community and can provide services more quickly and sensitively than any outside directed agency, if they can have a facility and one full time permanent Administrator/Director/Co-Ordinator on the job.

Recommendations

The study identified Wabasca/Desmarais as an area requiring extended visiting services, as well as less threatening "store/front" agencies where clients could go to get information and assistance in obtaining appropriate services. The study also recommended the following:

- that every community of 3,000 population should consider the establishment of some residential service for alcohol treatment;
- continued lobbying for a hospital and the full time doctors incentive schemes that address the serious lack of housing and other amenities available in the community;
- the inadequate ambulance service should be dramatically improved as soon as possible;
- a full-time mental health worker be employed immediately in the community;
- Alberta Housing is asked to explore the reintroduction of the Staff Housing Program, or some version of it;
- Alberta Housing should also consider funding the capital costs of the residential portion of the multi-purpose crisis centre;

- the school system should expand its role in the area of crisis counselling and career counselling, and should make greater efforts through community study programs to make students more aware of the myriad of federal and provincial programs available to them;

- the need for more in-service training programs, as well as better transportation systems to bring clients taking classes and training from home to class.

The following is a summary prepared by the
Northern Development Branch
on

Cold Lake Discussion Paper

Written by: Carcajou Research Ltd.
Edmonton, Alberta

November, 1984

Sponsored by: Northern Alberta Development Council

Purpose

This report was prepared in response to a brief to the Northern Alberta Development Council from the Community Advisory Committee, submitted at a public meeting at Cold Lake in 1984. The brief asked the Council to determine the cumulative impacts of the many economic projects in the region. The report would be used to determine what should be done at the community level to prepare for and accommodate unforseen growth in the population.

Objectives

1) To pull together existing information concerning the economic, demographic and social characteristics of the area.

2) To describe present and anticipated future resource development projects of all sizes, and examine plans for activities (if any) in other sectors such as tourism, agriculture, forestry, etc.

3) To prepare a Discussion Paper outlining possible social and economic effects of projects on the area and identifying issues raised by development; and specifically, to explore the hypothesis that the cumulative effect of developments now underway in some ways match the effects that would have been experienced if the mega-project proposed in the late 1970's had gone ahead.

The Discussion Paper is designed as a preliminary effort at description and analysis. It is not a systematic attempt to predict the effects of development. In commissioning the Paper, the Northern Alberta Development Council was taking the first step to respond to concerns that were raised by local people through the Community Advisory Committee. The purpose of the Paper is to feed a process by which, on the basis of the best available present sources of information, issues can be more clearly defined and agendas for further research prepared. This process will no doubt involve all the interested parties including local people, the companies undertaking development, and government agencies.

Methodology

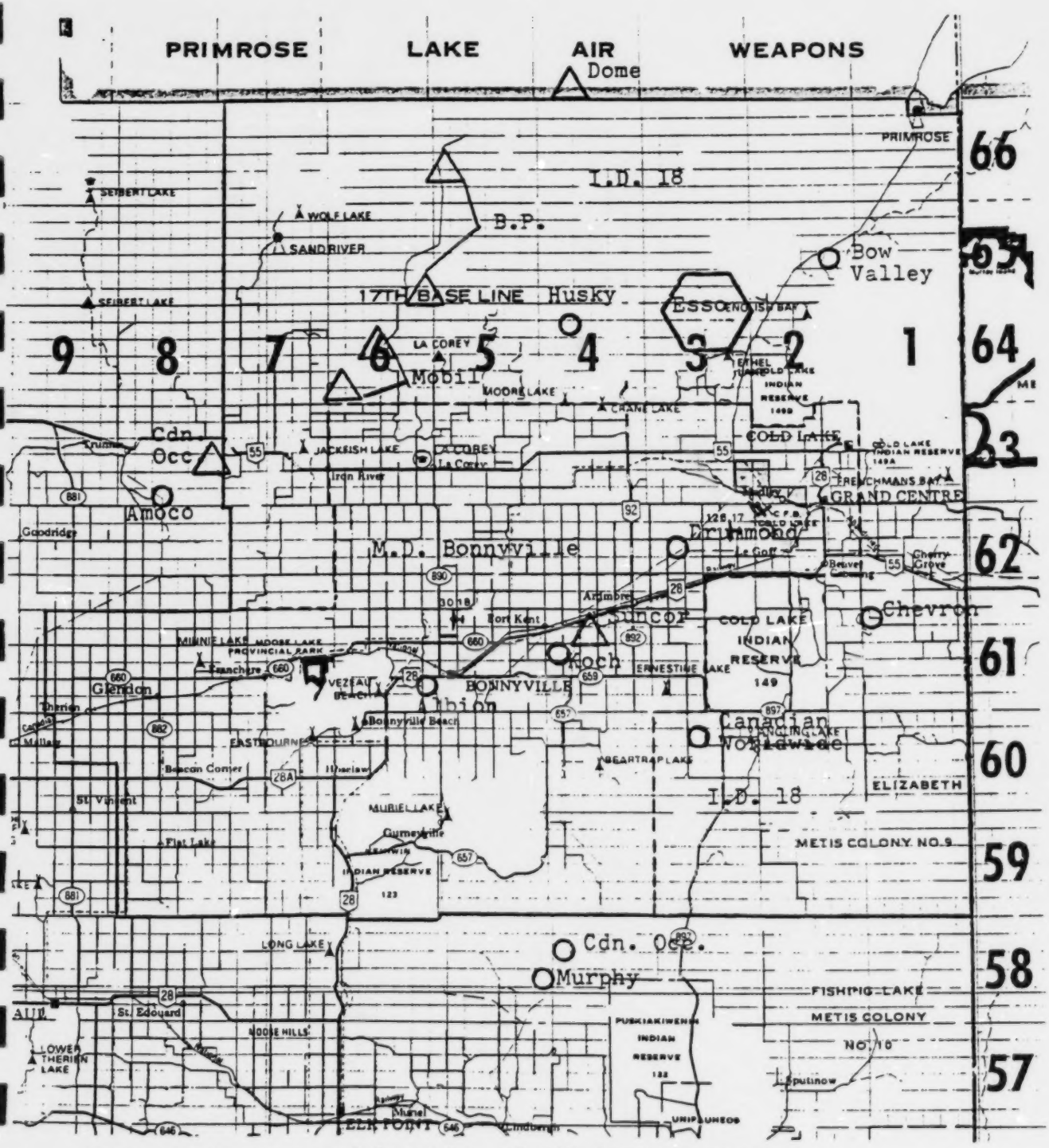
Information was obtained from:

1) discussions with members of the Community Advisory Committee, local officials and other local people;

2) discussions with representatives of companies and government agencies; and

3) a survey of previous research reports and other published sources.

The fact that the developments anticipated are individually small in size complicates the analysis somewhat, and requires that transfer of results from previous research must be done carefully. The methods by which a large project are carried out (community relations, infrastructure development, hiring practices, environmental planning and control, etc.) can be very different from the methods used by small projects.



Map: Study Area and Location of Oil Sands Projects

Findings

It appears that the economy of the Cold Lake area is based on three, and perhaps four major sectors. The most significant three are the Canadian Forces Base, the oil and gas industry, and agriculture. The questionable fourth is tourism, which is certainly spoken of prominently, and certainly contributes to the local economy. However, the magnitude of its contribution is difficult to assess precisely. Tourists are primarily purchasers of food and accommodation, and their purchases are lumped in with those of other visitors and permanent residents. Fishing and trapping are important supplements to the income of some families. The service sector which supports these basic activities is, of course, a very important source of employment.

This research is only preliminary and forms an inadequate base for good predictions, but on the basis of the available evidence it appears that most growth in the next six years will come from increases in the number of personnel at the Cold Lake Base, increased heavy oil and natural gas activity, and possibly from increases in the multiplier effect in the service sector, through enhancements in services and import replacement. While potential for significant new tourist development is frequently noted, it does not appear that any specific developments are planned that would contribute a great deal economically in the next few years.

The Department of National Defence is expecting continuous growth in the next three or four years, with increases in personnel from about 2,400 to 2,900 by 1987. This will require new housing in the communities, as the Department does not plan to build more married quarters on the Base but rather intends to provide its personnel with housing in town, leased from private developers. The Department has already called for construction of at least 100 units. In addition, spokesmen for the newly elected Federal Government have begun to talk about major expansion of the Armed Forces, with increased frequency of NATO exercises. No firm plans have yet been presented.

The service sector can be expected to expand in two ways. First, there is the linear expansion that takes place as new jobs are created in the basic sectors, and as new residents come into the area. Second, as the total population of the area increase, certain kinds of goods and services that were previously imported can be provided locally. For example, a larger population will support more specialty stores, supplying goods that were previously purchased in the city. Another example is specialized medical services.

In situ oil sands projects of the kind being developed in the Cold Lake area require, generally speaking, three stages of development:

1) The Pilot Stage. The purpose of the pilot stage is to understand the nature of the deposits in a particular lease, to explore and test the technology and engineering that will be required to develop them, and to obtain a preliminary assessment of economics.

2) The Prototype (Commercial Test) Stage. The purpose of this stage is to make sure that the findings of the Pilot Stage will be valid for production at commercial scale.

3) The Commercial Production Stage. While at one time it was thought feasible to jump straight from the commercial test into commercial operations of very large size (22,000 m/d in production with associated up-grading facilities), the method being used now is "modular", with production being increased in gradual increments, and decisions on up-grading facilities being postponed until production and markets will support them.

For example, Esso Resources began its first pilot stage in 1964 with its May-Ethyl project, went to a commercial test in 1973 at Leming, and finally in 1983 into construction for commercial production at its Cold Lake project, which will be developed in a modular fashion.

Chart 1 shows a complete listing of the companies that have been involved in the Cold Lake area since 1964 and the longevity of their projects. The active companies (last column of Chart 1) are:

Companies with Large Commercial Projects:

- Esso Resources Canada

Companies with Smaller Commercial Projects or Commercial Tests:

- BP Exploration
- Canadian Occidental Petroleum
- Dome Petroleum
- Mobile Oil Canada
- Suncor

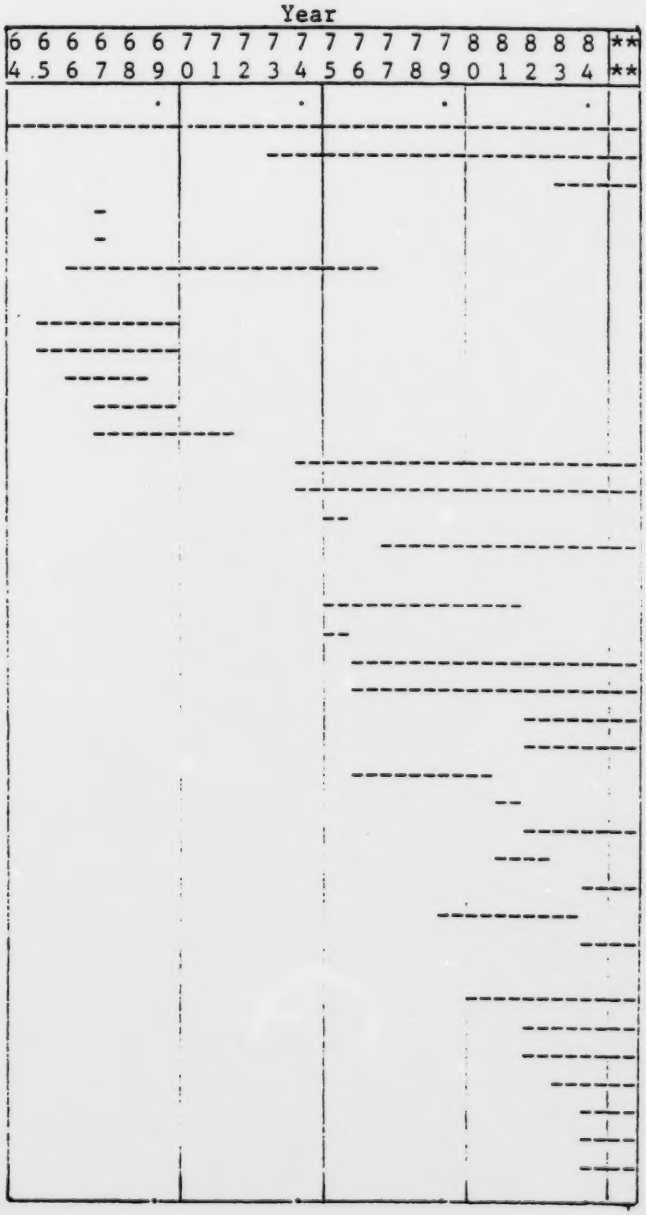
Companies with Small Pilot Projects:

- Albion Petroleum Corp. Ltd.
- Amoco Canada Petroleum
- Bow Valley
- Canada Worldwide Energy
- Chevron Canada
- Drummond Oil and Gas Ltd.
- Husky Oil
- Koch Exploration Canada
- Murphy Oil

Prediction of the future for these projects, and in some cases even establishment of their present status, is complicated by two factors. First, some companies are reluctant to publish specific information for competitive reasons, or because they are engaged in negotiations with regulatory agencies over terms and conditions, or with private or governmental agencies over financial arrangements. Second, the future is genuinely clouded with uncertainty.

CHART 1

Timing and Longevity of Oil Sands Projects
Cold Lake Area -- 1964 to Active in 1984



Source: Energy Resources Conservation Board
** -- Active Project
Numbers in parentheses refer to ERCB approval numbers.

The pace of future development will depend on many factors: on progress with the technology of production, on world market conditions, on the fiscal regimes established by governments, on markets for bitumen, on the availability of up-grading facilities and the access that Cold Lake area producers would have to them, on the supply and cost of resources for production - particularly water and labour, and others.

No one is prepared to be specific beyond 1985, and some will not even go that far. Plausible alternatives have been presented that could see activity increase, decrease, or stay at present amounts for the next six years. The research for this Discussion Paper was not extensive enough to support independent prediction, and we must base our analysis solely on the statements of participants.

Conclusions and Recommendations

In short the Cold Lake area, with a well-developed system of services, appears to be experiencing substantial growth at a moderate rate, extended over a relatively long period of time. The evidence seems quite consistent in saying that the growth is manageable, not unduly disruptive, and should yield benefits that out-weigh any costs. There will be costs, and some people's lives will be disrupted, but on the whole, the growth appears to be healthy.

Two areas of concern have been isolated on which communities and government should work together. The first is water management, which has very serious long-term implications. While the initial steps have been taken in preparation of a water management plan, continuous monitoring by credible observers will be necessary, both for the sake of common prudence, and for the sake of everybody's peace of mind. Ideally, monitoring would be a joint industry/community/government venture, and the results should be freely available.

The second, which is more a short-term than a long-term problem, concerns the supply of rental accommodation. In order to ensure an orderly rental market, it may be necessary for municipalities to intervene more actively than they would like. Private enterprise may quite legitimately not be able to respond to the extent that the communities require. There may be no easy way to supply enough rental accommodation at reasonable prices, but the matter is at least worthy of study and further discussion.

We do not think that a general social/economic impact study is required in order to design mitigative measures. There is no doubt, however, that such a study would make a valuable contribution to the literature on social/economic impact. The circumstances are quite different from other areas where such studies have been done.

We do not mean to suggest that further planning is not necessary, only that a social/economic study is probably not the best vehicle. If programs or community organizations wish assistance in development of plans to accommodate new developments, it could be more productively supplied through workshops and mini-processes than through a general social/economic impact study.

It might perhaps be feasible for the Community Advisory Committee to undertake to meet with different programs and community agencies, and to work with each one of them to review the state of services and programs, and to work on local strategies. Even if they required some technical assistance to perform this task, the results would have a stronger local base, and the process would be more efficient and valuable, than if outside consultants were used.

The following is a summary prepared by the
Northern Development Branch
on

Economic Indicators for Small Communities;
A User's Handbook

Written by: Nichols Applied Management
and
Economic Management Consultants
Edmonton, Alberta

December, 1984

Sponsored by: Northern Alberta Development Council

Background and Purpose

The commissioning of an economic indicators project for the Village of Nampa was prompted in part by a recognition of the inadequacies in the economic data for small communities and of current procedures for collecting, tabulating, and maintaining locally-derived information. An earlier project was also carried out for Indian and Northern Affairs Canada on the Kehewin Indian Reserve.

The community development and economic planning activities of small centres are often hampered by the absence of up-to-date and reliable data based on recognized economic indicators. In preparing economic strategies and action plans, it is important to be able to:

- understand the size and characteristics of the existing economic base in an absolute or numerical sense;
- compare economic indicators for the community with those of "reference" populations (for example, other communities or regions); and,
- "track" changes in the local economic situation over a period of time.

The increasing interest of many communities in economic development planning has highlighted the need for improved economic data bases at the local level.

In some instances, a considerable amount of data may be available within a community on the basis of surveys, censuses, and various studies. Unfortunately, these sources often cannot be used for other than their immediate purpose, for these reasons:

- in many instances, the information collection process has not been adequately documented, and the statistical accuracy of the data is questionable;

- the information frequently is not stored or maintained properly, and is not available for the use of subsequent investigators;

- the data may be narrowly focused and insufficiently comprehensive to provide an adequate profile of local economic conditions;

- the data often are not defined in a consistent manner, thus making it difficult to draw comparisons with other jurisdictions and with earlier findings; and

- the information may be dated or obsolete.

In the context of these problems, a major objective of the Kehewin and Nampa projects was to design procedures which would assist community coordinators to collect, maintain, and update useful economic data which would have longer-term usefulness to local planning and development activities.

Methodology

The development of community economic indicators necessarily involves some form of survey or census-taking. It was established, early on in the Kehewin and Nampa projects, that the data collection process should provide for:

- community input into the establishment of data requirements and the incorporation of unique community-specific information needs;

- the accommodation of multi-purpose information needs, including for example, municipal census requirements, statistics for economic planning, and public opinions on specific local issues;

- the extensive involvement of local residents in the coordination and implementation of the information-gathering program.

The economic indicators program that has been developed can be readily administered by a local coordinator with a minimal amount of external assistance. However, during the initial economic indicators project, particularly, it is recommended that the community rely on external advice before finalizing the survey instrument, to ensure that the questions asked are appropriately stated and unambiguous, and also for assistance in interpreting the statistical results. The term "economic indicators' is used in this document to refer to statistical indices which provide measures of the economic and socio-economic well-being of an area or community. Figure 1 at the end of the summary, outlines the general sequence to be followed by a community in carrying out an economic indicators program.

Principal Findings

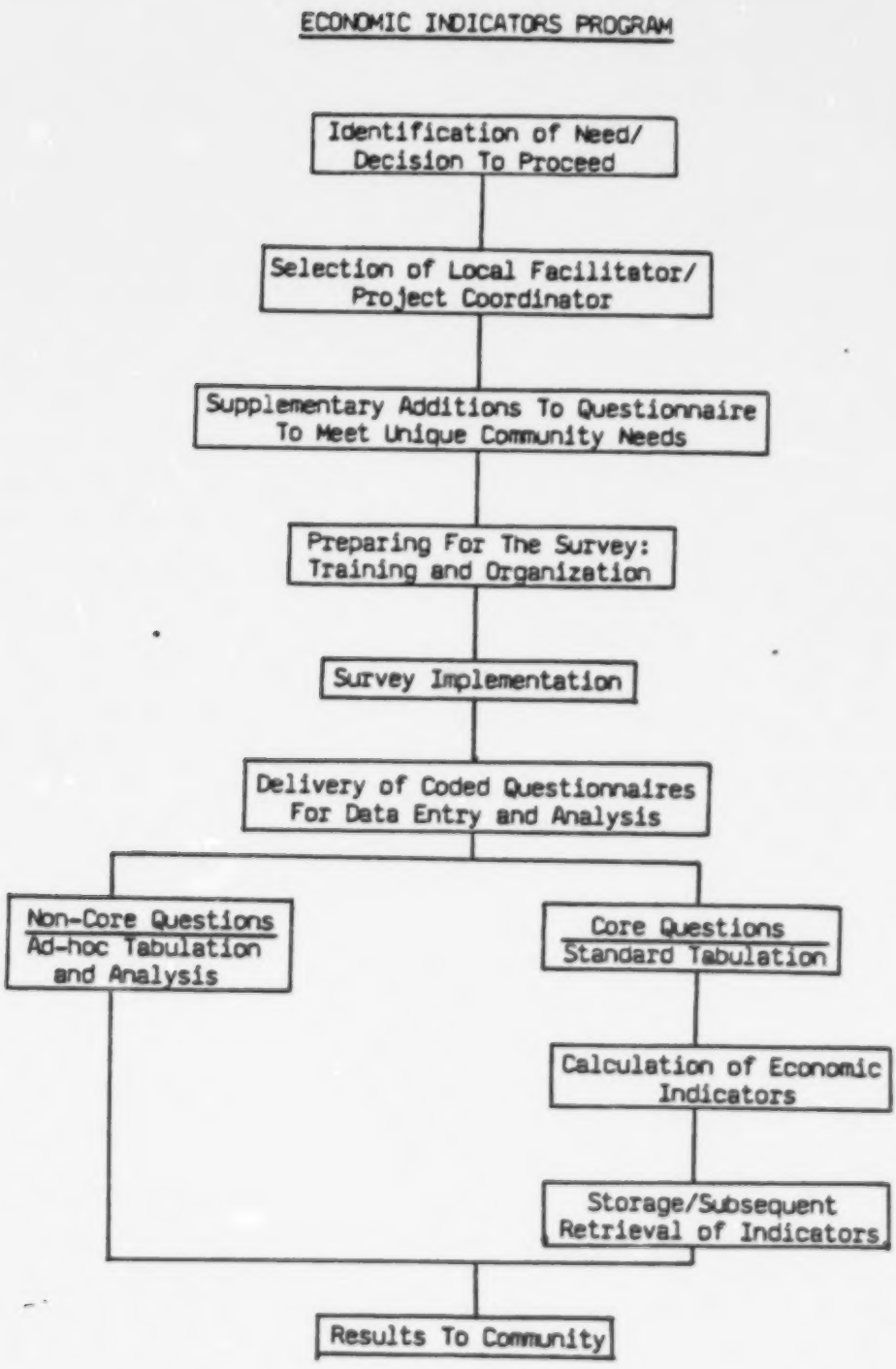
A myriad of indicators can be developed to measure a host of characteristics. In the Kehewin project, 22 major indicators were derived. The Nampa project included a somewhat different set of indicators, reflecting the different nature and needs of the two communities. The indicators developed under the two projects are listed in the Appendix of this summary. The definitions and relevance of the various indicators used in the Kehewin and Nampa projects are also presented in the main report.

In determining what indicators to use for smaller communities, particular attention was given to the ability to:

- update the indicators over time;
- compare the indicators with documented figures available for other reference communities and regions; and
- obtain reliable estimates through survey procedures.

It has been recognized from the outset that as additional communities adopt the data collection program and become familiar with the use of the information obtained, further refinements and additions can be made to the selected indicators.

FIGURE I


ECONOMIC INDICATORS PROGRAM
Identification of Need/ Decision To Proceed
Selection of Local Facilitator/ Project Coordinator
Supplementary Additions To Questionnaire To Meet Unique Community Needs
Preparing For The Survey: Training and Organization
Survey Implementation
Delivery of Coded Questionnaires For Data Entry and Analysis
Non-Core Questions Ad-hoc Tabulation and Analysis
Core Questions Standard Tabulation
Calculation of Economic Indicators
Storage/Subsequent Retrieval of Indicators
Results To Community

APPENDIX

KEY ECONOMIC INDICATORS

Kehewin Indian Reserve	Nampa
Population and Household Data	
1. Band Membership	1. Total Population
2. Age Composition of Members	2. Age Composition of Population
0 - 14 years	0 - 14 years
15-64 years	15-64 years
65 years & over	65 years & over
3. Reserve Pop. Surveyed	3. Community Pop. Surveyed
Total	Total
Adults (age 15+)	Adults (aged 15+)
4. Households Surveyed	4. Households Surveyed
5. Average Household Size	5. Average Household Size
Employment and Labour Force Activity	
6. Adults (15+) Responding	6. Adults (15+) Responding
7. Total Labour Force	7. Total Labour Force
8. Participation Rate	8. Participation Rate
9. Unemployed Labour Force	9. Unemployed Labour Force
10. Unemployment Rate	10. Unemployment Rate
11. Percentage of Adults Employed	11. Percentage of Adults Employed
12. Dependency Ratio	12. Dependency Ratio
13. Part-Time to Total Employment	13. Part-Time to Total Employment
14. Percentage of Most Recent Employment on Reserve	

APPENDIX

KEY ECONOMIC INDICATORS

Kehewin Indian Reserve	Nampa
Income Data	
15. Sources of Income	14. Income per Adult 15+
16. Household Income (total $)	15. Household Income
17. Average Income (Adults 15+)	
18. Average Household Income	
19. Average Income per Capita	
Socio-Economic Data	
	16. Education Levels
	Adults Completed:
	Grade 6
	Grade 9
	Grade 12
	17. Tenancy
	Rented
	Owned

The following is a summary prepared by the
Northern Development Branch
on

Elk Point District Community Impact Study

Written by: Nichols Applied Management
Edmonton, Albrta

January, 1985

Sponsored by: Town of Elk Point
Northern Development Branch
Alberta Tourism and Small Business

Background and Purpose

The town of Elk Point, located in northeastern Alberta, has experienced relatively slow but consistent growth over the past two decades. Evidence of accelerating growth has been perceived in recent months and, with the announcement of new resource development projects in the immediate area and an expectation of more to come, it is recognized that Elk Point may expand and change significantly during the coming years. However, no organization has yet attempted to assess the overall implications to the community and region of the impending development.

Objectives

In the spring of 1984, the town identified the need for a study:

- to examine community concerns regarding growth and development;
- to assess the local opportunities for residential, commercial and industrial expansion;
- to evaluate the potential socio-economic impacts of resource development activities on the community and surrounding area;
- to aid Town Council and other government agencies to plan for future developments in the community;
- to formulate recommendations which will minimize negative community impacts on the community and enhance the positive effects of development.

Methodology

As a first step in carrying out the required research, a steering committee was established consisting of representatives of Town Council and the town administration, the local citizenry, the County of St. Paul, the resource industry, the Northern Development Branch of Alberta Tourism and Small Business, and Alberta Municipal Affairs. A management advisory sub-committee was appointed to act in the absence of the entire steering group.

Terms of reference were prepared for the proposed study. Two local coordinators were engaged for a six month period to assist in carrying out the required research and to serve a liaison function between the steering committee and the consultants.

The project research was undertaken by Nichols Applied Management with the assistance of Leslie Keith and Mary Bennett, the local coordinators. The consultant and coordinators met with the steering committee at approximately one month intervals, although more frequent meetings were arranged between the advisory sub-committee and the coordinators.

During the initial phase of the research program, questionnaires were prepared for the purpose of carrying out personal interviews with a representative cross-section of local residents, businesses, and volunteer organizations. Concurrent with these activities, an analysis of the demographic characteristics and economic base of the community was undertaken, and the composition of the local community tabulated.

This work was followed by the design and implementation of surveys of the major resource companies operating in the region. The major aim of the surveys was to collect information regarding future development plans and employment, on the basis of which community growth scenarios would be devised.

To assist in evaluating what impacts the community's development might have on the delivery of local and regional services, personal interviews of a semi-structured nature were arranged with a number of service agencies.

It was agreed, during the course of the study program, that a more generalized and representative survey of community and area residents would be desirable. This would assist in defining local attitudes and perceptions regarding the future growth of Elk Point and the nature of anticipated impacts, and to increase the level of citizen input into the study.

Principal Findings

- Most of the respondents reside in Elk Point while the remainder live in rural areas or other communities.

- Almost two-thirds of the questionnaires were completed by adult males.

- Twenty-seven percent of the respondents were of age 60 or over. This age group comprises 39.2 percent of the Elk Point adult population.

- About 40 percent of the respondents were between the ages of 30 and 49. This age group constitutes 28.6 percent of the adult Elk Point population.

- Nearly two-thirds of the respondents were generally satisfied with the town of Elk Point and about 10 percent were very satisfied.

- Nearly all respondents would like to see the population of the town grow from its current level of about 1100. Almost 30 percent desire an increase in size ranging between 1100 and 2000 people. About half of the respondents wish to see the population grow to a level of 2000 to 5000 people.

Roughly 15 percent desire a population size of more than 5000 people. Only a negligible percent would like to see a decline in population.

- Nearly two-thirds of the respondents consider that the oil activity in the area will have a slightly positive or very positive effect on their way of life. Twenty percent feel that the oil industry will not have any impact on their lives. About 11 percent are concerned that the oil industry will have a slightly negative effect on their lives while only a very minor proportion fear that it will have a very negative effect.

- Virtually all of the respondents would like to see some growth in population. Only a negligible proportion want the size of the population to remain the same. Nearly two-thirds of the respondents would prefer moderate growth in population, at a rate of 40-80 new people per year. Only 16 percent desire growth faster than 80 new people per year.

- An overwhelming 84 percent of respondents would like the Town of Elk Point to initiate steps towards attracting oil industry businesses and employees to the community. About 5 percent oppose this activity by the Town.

- Cross tabulations of satisfaction by demographics, desired size of population by demographics and desired growth of population by demographics did not yield any statistically significant results.

Conclusions and Recommendations

A number of general conclusions and recommendations have been developed by the study team of the research and analysis, and these are discussed below:

o Local Monitoring

It is recommended that some type of local coordinating and monitoring group be established in the Elk Point area. This body would operate independent of municipal councils and might only involve one individual retained on a part-time basis, reporting to a local board, representing diverse local interests. This community action or advisory committee could be modelled on the existing Grand Centre organization (Community Advisory Committee). Operational funding may be solicited from the oil industry, the local municipalities, and the provincial government. The main functions of this body would include:

- acting as a point of information dissemination and liaison between the resource industry and the local citizenry;
- acquiring and collecting information on needs and issues with oil development;
- encouraging the various municipal and service organizations to respond to the needs prompted by the new growth and development.

o Economic Development

The development prospects for the Elk Point area present a variety of commercial opportunities for the town. To the extent that these opportunities can be exploited by the community, additional employment will be generated, the financial health of the town will benefit, and the local economic base will be strengthened and diversified. It is important that:

1) the existing business community undertake marketing and management initiatives that will increase their competitiveness and their ability to benefit from the new economic activity, and

2) the town appeal to prospective businesses to locate in the community. Recognizing the small size of the town and the inherent financial constraints which likely do not permit the employment of an economic development officer, the community should work closely with the Chamber of Commerce and the local businesses to establish a committee with responsibilities for strengthening the commercial structure of Elk Point.

o Fiscal Impact

The growth of the town will precipitate the needs for new and expanded municipal services and facilities. A number of factors will affect the financial consequences to the community, including the size, composition, and schedule of the required capital program, infrastructure financing policies, and the growth constituent characteristics of the local assessment base. It is important that these factors be evaulated on an on-going basis in order to anticipate potential financial problems and make appropriate adjustments in policies.

o Special Services Delivery

The anticipated growth and development of Elk Point will induce a number of demands on the local and regional social service delivery network. A failure to respond adequately to these demands will have negative socio- economic impacts on the community. The service delivery structure includes various provincial agencies and organizations, including A.A.D.A.C., the local F.C.S.S. organization, the Elk Point Hospital, and a number of community agencies. An integrated approach to social services is required and it is recommended that an inter-agency forum, comprised of representatives of the relevant agencies, be established and meet regularly. The group would be responsible for monitoring the social needs of the community, identifying gaps and deficiencies, and recommending joint or individual action for providing the necessary services.

The following is a summary prepared by the
Northern Development Branch
on

Utilization of Hardwoods in Northern Alberta

Written by: Woodbridge, Reed and Associates Ltd.
Vancouver, British Columbia

February, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

There are more than 5 million hectares of pure or predominantly pure poplar stands in northern Alberta forests. Only a small proportion of this resource is presently being used. Hardwoods, despite their rapid growth and overall abundances, suffer from competitive disadvantages relative to Alberta softwoods and hardwoods from other regions.

A good deal of work has been done to eliminate these disadvantages. Research into new products and technologies continues. Experiments by the industry have also been carried out. Research into markets and feasibility studies for a variety of uses and products has been undertaken. Some of the initiatives have shown promise, others have not.

If viable economic uses for hardwoods can be found, the resource will be of substantial benefit to northern Alberta.

The Northern Alberta Development Council (NADC) believes that every effort should be made to resolve the outstanding technical and developmental issues affecting hardwood utilization. The study was undertaken in cooperation with Alberta Energy and Natural Resources and Alberta Economic Development, to examine the current state-of-the-art of development of hardwoods in northern Alberta. The report is intended also to assist the continuing dialogue between government and industry about how best to overcome the constraints to increase aspen utilization.

Objectives

The study objectives are:

1) To prepare from recent literature a concise readable description of the hardwood resource, as well as industry and government research

activities to develop it. In particular to summarize the potential opportunities, benefits and problems associated with the development of hardwoods.

2) To examine the constraints to the development of the resource, including physical, technical and economic considerations. This analysis should lead to a series of recommendations or a potential strategy for the future development of the hardwood resource in northern Alberta.

Methodology

The terms of reference for this study request a review of existing literature pertinent to the hardwood resources of northern Alberta.

It has been said that probably more studies have been carried out on potential uses for Canada's aspen resources than on any other major timber species. A significant number of these studies have involved examination of Alberta's aspen reserves, including the extensive, but still underutilized stands in northern Alberta. Based on a review of the literature, it is probably fair to say also that most studies have identified two major issues regarding the Alberta resource. Firstly, that it holds tremendous promise for longer term utilization but, secondly, that there are significant constraints to more extensive commercial utilization than exists at present.

The Alberta Forest Service has just completed a major assessment of the province's timber resources. This has provided the best, publicly available, assessment so far of Alberta's hardwoods. For the purpose of this study, analysis of this new data has been carried out in order to determine the general quality and location of the hardwoods.

Timber supply analysis provided in this study are very preliminary in

nature, and will require much additional work before site-specific opportunities can be confirmed. However, it appears that there are grounds for cautious optimism that forest industry development in northern Alberta can be expanded, perhaps significantly, using part of its currently underutilized resources.

Principal Findings

There is, as of 1984, one waferboard plant and one OSB (Oriented-Strand Board) plant in Alberta using aspen as their raw material. The waferboard plant is located in Slave Lake. In 1979 the plant was purchased by Weldwood and extensive modernization was carried out. The plant commenced full operation in 1981 and has been producing waferboard since that time, with a few temporary closures due to poor market conditions.

The OSB plant at Edson commenced full operation in 1984. It is a modern plant with state-of-the-art technology producing a high quality product.

Apart from these two major facilities, hardwood logs are also utilized by a number of small sawmills. In total there are about 25 mills on record as cutting aspen. However, a number of these are very small and only operate on a sporadic basis producing less than one million board feet annually. Their products tend to be utilized locally for construction purposes or are sold for a variety of low value uses such as pipe racks, dunnage and pallets.

Hardwood utilization for pulp in Alberta is currently limited to experimental volumes at Procter & Gamble's Grande Prairie plant, adding aspen bleached kraft market pulp (BKP) and soft wood bleached kraft market pulp. A specialty pulp/paper mill utilizing aspen has been proposed by Makin for the Drayton Valley area.

Three species of hardwood grow to commercial size in northern Alberta: trembling aspen, balsam popular, and white birch. Trembling aspen is the most numerous of the three in Alberta. In fact, it is the most widely distributed tree species in northern Alberta. A major constraint to utilization in northern Alberta is that essentially the same type of resource occurs in many locations closer to some major North American population centres.

Construction grade aspen lumber is given a low rating on the basis of poor economics and weak market prospects. Industrial handling lumber offers more potential, but is not given a high priority for successful new commercial development on a large scale in northern Alberta. Similar considerations apply to reconstituted products such as laminated veneer lumber.

Specialty lumber options, based on aspen, have better potential. These comprise a wide range of products. The technology to extract the necessary grades and sizes from the aspen is readily available.

It has been pointed out that there does not appear to be any significant potential for new capacity to produce low value lumber for industrial handling. Higher value specialty products have better potential, but are only economic if very high quality logs are used. Such logs are available on some sites but only on a selective basis.

Transportation distances, road haulage, weight allowances and transportation cost have been cited in some cases as negative factors affecting the viability of potential forest industry investments in northern Alberta.

There are other serious and diverse constraints to development. First is the issue of business climate. A good business climate is conducive to

new investment: a poor one is obviously not. There are two aspects of business climate. The first aspect is the existing image of an area such as northern Alberta for forest products investment. The second aspect is related to information. It involves the identification of specific investment potential and its active promotion through business development.

Fewer studies are needed and more promotion is required. Alberta scores very well in producing information and studies related to aspen potential.

It should be recognized that in the past few years, many competing supply areas to northern Alberta have taken some unprecedented steps to attract new investments into their areas and to encourage existing industry to expand in higher value added products.

Conclusions

One of the principal conclusions of the study is that pulpmaking offers probably the best major development opportunity for utilizing the hardwood resources of northern Alberta. Two specific options have been evaluated as having a fairly high ranking for future manufacturing investment. These are aspen bleached kraft market pulp and aspen spruce mix chemi-thermomechanical market pulp (CTMP). Aspen Kraft pulping has already been tried on an experimental basis, (Proctor & Gamble at Grande Prairie) and the results apparently are encouraging. This technology fits best with existing experience and expertise in northern Alberta. It has a high ranking in terms of technical and market feasibility, but the economic and financial viability of a greenfield mill is uncertain at this time.

Bleached CTMP, based on fifty percent aspen/fifty percent spruce, is a lower capital and operating cost option to kraft pulping. There are more locations in which it would be feasible in northern Alberta. The market

prospects are good and the economic feasibility is potentially very high. This is a comparatively new, although proven, process; a generally similar type exists in the B.C. interior, and an identical mill to the one identified for northern Alberta is being considered for Taylor, B.C. However, it would require expertise which does not exist in Alberta at present. This option has the added advantage of potential feasibility as a stand-alone market pulp mill and scope for subsequent integration into paper/paperboard manufacturing, either with existing or any new kraft pulp mill in the province.

Recommendations

The Government of Alberta has developed a flexible and negotiable approach to forestry development. While the maintenance of this flexibility is desirable, some clarification of harvesting policy and resource availability is necessary in order that viable development options can be identified.

It is recommended that the NADC, in co-operation with the provincial and federal government, should consider the preparation of a promotional package specifically for forest industry development, involving available softwood and hardwood resources, targetted to specific product market opportunities.

A program of active marketing should be developed, in consultation with or carried out by the provincial government. This could arise out of the recently signed Canada-Alberta Resource Development Agreement and should continue over a four to five year period.

It is recommended that the NADC should direct its future policies for forest products development towards the active promotion of the aspen-based products short-listed, but only after development strategies have been carefully considered. It is essential that before active promotion is undertaken, the NADC should coordinate this process with initiatives being undertaken by provincial government departments. Specifically, possible locations for an Lightweight Coated Paper plant (one of the options available to northern Alberta) have been discussed also in southern Alberta. Clearly, uncoordinated active promotion of the same development option, in say the U.S., by two or more organizations from Alberta would have an adverse impact on Alberta's chances of success.

The following is a summary prepared by the
Northern Development Branch
on

Beaverlodge Community Survey

Written by: Fresh Start Consultants Ltd.
Edmonton, Aberta

June, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

In April 1984 the Town of Beaverlodge presented a brief to the Northern Alberta Development Council asking for assistance in doing a study on community needs.

In January 1984 the Town Council of Beaverlodge had established a number of citizens' standing committees. Three of them were assigned to Councillor Doreen Wolfe and focused on health care, family and community support services, and senior citizens.

These committees met jointly for a few months; by March 1984 they decided to carry out some kind of community needs survey. This would be done 1) in order to give direction to both Town Council and the town's community development worker, 2) to give the whole community a chance to identify needs, and 3) to provide part of the basis for acquiring funds for development.

This report shows what a community can do to study and to deal with self-identified problems. It demonstrates that citizens can act on their own behalf using local initiative. The report contains a description of how town officials and citizens of Beaverlodge, Alberta chose to study themselves in terms of several areas of community needs.

It is designed as an information piece which could be used by other communities interested in studying and acting on local needs.

Objectives

In response to the community's brief, the NADC sent one of its staff to make a presentation showing a variety of ways to conduct studies on community needs. The techniques included brainstorming, key informant survey, personal interviews, mail-out survey, telephone survey, and combination survey.

Methodology

The joint standing committee was provided with some literature on program evaluation which included practical advice on setting up and operating a community study organization. The NADC also offered the services of an outside community consultant to assist the committee with survey planning, questionnaire design, data collection, analysis and reporting.

The actual survey began on August 20, 1984 and was completed by September 7th, 1984. The Manager/Treasurer of the Town of Beaverlodge prepared individual maps for each volunteer's area. The Town's Community Development Worker distributed all the questionnaires and recorded them by number for each volunteer.

The following chart summarizes the steps taken by the community of Beaverlodge in setting up and running their survey:

Formation of Citizen's Standing Committee by Town Council
Committee discussion of community needs
Request to NADC
NADC staff presentation to committee
Committee selection of study approach and use of consultant
Community think tank: needs identification meeting
Committee drafts survey and study approach
Town Council review and training
Community needs survey conducted
Data analysis and report preparation
Survey results to Council
Survey results to the community
Appreciation "Tea" for all volunteers
Development of community programs to meet identified needs

Principal Findings

Over 500 homes were personally visited by the volunteers. Over seventy percent (380) of these households completed a questionnaire.

Community Outreach Programs

The answers to the questions in the Community Outreach Program indicated that there was a serious concern for seniors. In the five most identified needs, "seniors" were noted in four of them and were part of the group noted in the remaining need.

Need	Percent in Agreement	Rank
1. Homemaker help	81%	1
2. Visitation	80%	3
3. Transportation	78%	2
4. Handyman repair service	75%	4
5. Telephone Clerk	74%	5

The next most identified set of needs related to a wide variety of groups: the young, seniors, the poor, the abused, and those needing information or assistance periodically.

Need	Percent in Agreement	Rank
6. Form Assistance	68%	-
7. Welcome service for newcomers	64%	-
8. Volunteer Coordinator	60%	-
9. Helping phone number	59%	-
10. Emergency food bank	58%	8
11. Crisis Shelter	52%	6
12. Child care or shift work	48%	7

Health Care Services

Respondents identified four major needs again, primarily related to seniors. The physio-therapy item related to seniors, other age levels, and children. This service has recently been lost to the community.

Need	Percent in Agreement	Rank
1. Auxiliary Hospital Beds.....	80%	2
2. Nursing Home.....	75%	1
3. Lodge-type accommodation.....	75%	4
4. Physio-therapy.....	73%	3

The next set of choices involved counselling of various types and a special speech service. These choices related to a wide range of ages.

Need	Percent in Agreement	Rank
5. Alcohol and drug counselling.....	64%	5
6. Mental Health Counselling.....	47%	6
7. Marriage Counselling.....	43%	-
8. Speech Therapy.....	43%	7

Use of Existing Recreational/Cultural Facilities and Programs

The most frequently agreed to needs concerned more use of town facilities and programs for children or youth.

Need	Percent in Agreement	Rank
1. Arena.....	86%	1
2. Community Centre.....	80%	3
3. Summer Fun Program.....	70%	2
4. Information.....	69%	5
5. Teen Drop-in Centre.....	47%	4

When asked for additional suggestions, many were given and these primarily concerned facilities or programs such as a bowling alley, the present swimming pool or a movie theatre. Most residents indicated that present fees should remain as they are, especially with respect to the arena, the community centre and the library.

General

Some 25% of the respondents indicated that they did not feel well enough informed about community services. They suggested a range of approaches to help in this area. These included community columns in the local paper, a town bulletin board, newcomer information and notices in the tax notifications.

The last question in the survey asked for ideas to improve community life. These included ideas related to volunteers, community attitudes, activities or programs, town beautification, and improving current facilities or programs.

All comments contained few strongly negative statements about the community, its government or the survey. It appears that the people in Beaverlodge appreciate what they have, but do think some things could be done better. The survey indicated that there were specific needs of seniors, children and teenagers that required attention. The citizens also indicated a need for more information about existing services and activities and more information or education on a range of health-related subjects.

The survey provided a working agenda for the Town Council, the Standing Committees, Community service groups and organizations, and all citizens.

Conclusion

There have been several follow-up phases on the survey. First an appreciation "Thank-You" tea was held in September 1984 to thank all of the volunteers. Secondly, the NADC was sent a "Thank-You" for their support and for the provision of finances to cover the consultant's service. The NADC was also given a report of the entire process, prepared by Councillor Wolfe.

Thirdly, the Town of Beaverlodge has acted on the results in the following ways:

1) a Pilot Project on transportation for Seniors and the handicapped was developed;

2) a Welcome Newcomers program was developed;

3) a Summer Fun Program was developed for school children to the age of twelve years;

4) a Community Information Board was set up;

5) a Home-makers Program has been designed for families or individuals in crisis;

6) a group of seminars and workshops were planned on topics identified in the "Needs Survey";

7) the Citizen's Committee for Health Care, Family and Community Support Services and Senior Citizen's Concerns became "The Beaverlodge Extended Care Hospital Citizens' Committee", at the request of the Beaverlodge-Hythe Hospital Board. They were to explore ways and means of funding and establishing extended care beds in Beaverlodge.

The following is a summary prepared by the
Northern Development Branch
on

Northern Alberta Manpower Needs Assessment

Written by: Harvey Social Research Ltd.
Sherwood Park, Alberta

June, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

In 1985 the Northern Alberta Development Council undertook a study to provide data on manpower needs in northern Alberta. Information on employers' needs for graduates from post-secondary institutions was required to assist the NADC Student Bursary Committee in making its awards. The committee endeavours to award bursaries that meet employer as well as student needs, thereby enabling student bursary recipients to meet the return service obligation aspect of the bursary. The bursaries are directed to candidates in post-secondary educational programs requiring a minimum of one full year attendance.

The firm of Harvey Social Research Ltd. was contracted to conduct the study; Krawetz and MacDonald Research Management Consultants were retained as a sub-consultant.

Objectives

There were two main objectives for the researchers:

- to assemble a priorized list of professions-in-demand in northern Alberta; and
- to provide a methodology for easy up-dating of survey and research data on professions-in-demand.

Several lesser objectives were also identified, such as listing key employer contacts for future reference and generally describing the economy regionally, provincially and nationally that affected manpower demand.

Methodology

A total of 270 employers were contacted, either by mail, telephone or a personal interview and asked to project the positions they anticipated

they would need to be filled by graduates of post-secondary institutions in 1986 and 1987. The sample included all hospital administrators, school superintendents, health units, AADAC, local units, native friendship centres, family and community support services and colleges in northern Alberta. As well, the sample included a cross-section of local businesses, large firms with head offices in Edmonton or Calgary, municipal offices for towns and cities, and provincial and federal government departments with offices in the region. Referrals were also sought from chambers of commerce and municipalities.

Of the 257 employers included in the mailed survey, about 60 percent responded. With telephone follow-up to nonrespondents and 13 personal or telephone interviews with major industry recruitment officers, the response rate was increased to 75 percent. Due to systematic selection for follow-up calls, all of the major employers for northern Alberta were contacted. A total of 111 employers projected positions requiring highly qualified manpower for 1986 and 1987.

The responses from the employers were grouped according to region and included Cold Lake and area, Grande Prairie, Fort McMurray, Peace River and small northern Towns (grouped as a region), and a region labelled Unspecified Northern Locations for southern employers who did not report exact locations of projected positions. Projections for specified diploma or degree graduates were reported both for the condition of no ecomomic change (that is, normal staff turnover) and for specific major changes such as a new hospital or increased oilfield activity in the area.

Nineteen provincial and federal departments were contacted for reports or specific information related to manpower needs and economic developments. The Alberta Departments of Energy and Natural Resources, Housing, Manpower, Social Services and Community Health, and Tourism and Small Business (Northern Development Branch), as well as Employment and Immigration Canada and Statistics Canada provided the main sources of literature information for the survey.

Five post-secondary institutions including three in the NADC area (Grande Prairie Regional College, Fairview College and Keyano College), as well as Lakeland College and NAIT were contacted for any available information on employers' needs. Of the five institutions, NAIT was the only one to have an ongoing system for tracking its graduates to their first jobs and reporting the results by program. The annual report of graduate placements from NAIT includes information for each program on percentage of graduates obtaining training-related employment.

Four outside sources of information proved useful in assigning priorities to the positions projected by northern employers. These included the Alberta Health and Social Services Disciplines Committee annual report for 1984, the NAIT 1984 Graduate Placement Fact Sheets Report, a limited review of available manpower data for trends, and comments made by employers either written on the surveys or in the course of a telephone conversation.

The degree and diploma programs were separately rank ordered according to the total number of projected positions for the "No Change" (current economic climate) scenario. The rank ordered lists were then divided into six levels of need based on the numbers of positions projected and information available from the four outside sources.

In each list, the need for graduates progresses step by step from the highest need to the lowest need. The need levels represent numbers required from each type of program as well as difficulty in finding such graduates for positions. The need for over 20 graduates is projected for each of the Highest Need Level programs, for example. An oversupply of trained people in northern Alberta is indicated for programs in the Sixth (or lowest) Need Level.

It should be pointed out that because employers were sampled, the actual number of graduates needed would be higher than the data collected would indicate. This was one reason for not attaching specific numbers to the programs in the priority list. The other main reason was that the employers were asked to project their needs as carefully as possible. There was no commitment associated with completing the survey information.

Principal Findings

Approximately one-third of the employers projected positions that would be required in addition to the "No Change" scenario for the major developments they foresaw in their region.

Manpower needs required to operate expanded services were projected for five hospitals or hospital units, two native offices and a regional library system. Increased oilfield activity projections were made by employers in the Cold Lake area, and in the Peace River and Small Towns Region. Many Fort McMurray employers made projections for a new oil sands project.

As these economic developments occur, the projected positions based on each development can be integrated into the numbers and outside considerations used to develop the current priority lists. Updated priority lists based on the changing economic climate could then be available.

Conclusions

The six highest levels of need for degree and diploma programs are:

Highest Need Level
- BEd French Immersion
- Engineering - Mechanical
- Physiotherapy

Second Need Level
- BEd French
  - Industrial Arts and Voc. Ed.
  - Math, Science
- Bachelor of Social Work
- Engineering - Electrical

Third Need Level
- Computer Science
- Engineering - Chemical
  - Mining
- Medical Doctors
- Occupational Therapy

Fourth Need Level
- BEd Home Ec
  - Language Arts
  - Math
  - Reading, Math, Social Studies
    - Unspecified
- BSc Nursing Community Health
  - Psychiatric
  - Unspecified
- Pharmacy
- Speech Therapy

Fifth Need Level
- BEd Adult Ed
- Dentistry
- Dietetics
- Engineering - Metallurgical
  - Mineral Processing
- Geology
- Geophysics

Sixth Need Level
- Commerce
- BEd Elementary
- Engineering - Civil
- Forestry

Priority List For Diploma In The Current Economic Climate

Highest Need Level
- Dental Hygienist
- Power Engineering Technician

Second Need Level
- Early Childhood Development
- Nurses - Diploma

Third Need Level
- Computer Systems Technician
- Dental Assistant
- Instrumentation Engineer Technician
- Medical Lab Technician

Fourth Need Level
- Admin/Finance/Marketing
- Criminology Degree or Social Services Diploma
- Dietary Technician
- Library Technician
- Medical X-Ray Technician
- Occupational Health Nurse
- Respiratory Tech
- Secretarial Sciences
- Social Science Degree or Diploma

Fifth Need Level
- Addictions Counselling
- Agriculture
- Appraisal & Assessment
- Audio-Visual Technican
- Biomed Technician
- Combined Lab & X-Ray Technician
- Civil Engineering Technician
- Denturist
- Engineer Design & Drafting Technician
- Legal Secretary
- Life Skills
- Mechanical - Industrial Engineer Technician
- Recreational Therapist
- Youth Development

Sixth Need Level - Accounting
- Registered Nursing Assistants

Recommendations

The study was not required to produce recommendations, however researchers felt obliged to report the following, based on their interviews:

- manpower survey data should be collected annually from the employers who projected the need for three or more positions in the 1985 survey;
- in future, permission should be requested to use health and social services vacancy data collected by another government agency;
- all bursary recipients should be given 18 months after graduation before being required to begin their return service agreement;
- there should be increased communication concerning the NADC Student Bursary Program, its recipients and northern Alberta employers;
- there is a need for another in-depth evaluation of the NADC Student Bursary Program as a changing focus for the Program may be required in the near future;
- a data bank of regularly updated information pertaining to northern Alberta economic and labour force conditions should be established.

The following is a summary prepared by the
Northern Development Branch
on

Some Community Impacts of the New Correctional Centre At Grande Cache

Written by: The DPA Group, Inc.
Calgary, Alberta

June, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

A new medium security provincial correctional centre, housing approximately 250 inmates, opened in Grande Cache in July, 1985. In anticipation of this opening, the Grande Cache Family and Community Support Services office asked the Northern Alberta Development Council for an assessment of the number of inmate families that might be expected to move to the community and their needs so that positive support measures could be put in place. They also requested some information on any transitional problems the correctional centre staff might encounter with their move to Grande Cache. In turn the NADC contacted the DPA from Calgary to conduct this assessment.

The Grande Cache Correctional Centre is a medium security institution, primarily for male adults. In addition to the main facility (250 beds), there is a small remand centre (20 beds). As one of the two medium security institutions in the province, as many as 70 percent of the inmates could come from outside the local catchment area which includes Jasper, Edson, Hinton, Grande Cache, Whitecourt with most inmates coming mainly from Edmonton and Calgary. It is Correction Services policy to transfer inmates back to their local areas when they become eligible for temporary release or day parole. Thus no inmate from outside the area should be on temporary absence while held at the Grande Cache Correctional Centre.

The Centre is operated by 250 staff. Approximately half are hired from the local area and the other half transferred from other provincial correctional centres.

Methodology

Research methodology consisted of two phases:

1. a general review of appropriate literature;

2. interviews with:

    - FCSS people in Peace River and Drumheller (which has a medium security federal institution);

    - staff of the John Howard and Elizabeth Fry Societies, and Native Counselling Services of Alberta, in Edmonton:

    - federal and provincial correctional staff in Edmonton.

Findings

The basic results developed in the report are that few families will move to the community and that these families will place minimal demands on FCSS services. There are three reasons for this. First, provincial inmates tend to be young adults with a lower rate of family formation than the adult population as a whole. Second, the maximum sentence for provincial cases is two years less a day and the average length of time in custody for persons released from Alberta Correctional Centres during the year ending March 31, 1984 was approximately 40 days. The average length of stay in Alberta's only other medium security centre, Peace River, was 94 days. With these relatively short sentences, the families of the inmates tended to stay in their home communities where they have a support network. Finally, with the relative isolation of Grande Cache and the typically low income levels of most inmate families, transportation costs may prohibit even a temporary visit.

To the extent that families of inmates do move to the community, they will typically require financial support, housing and some counselling support. However, Peace River's experience is that generally the number of spouses or families that move to the community would be minimal. There is only a slight probability that there would be three or more spouses from out of town at any one time. Thus requests for assistance can be handled individually and will not have a large impact on community resources.

Correctional work is highly stressful during normal operations and the pressures on Correctional Centre staff and their families will increase because of the transfer process. The Solicitor General's Department is managing this process through its voluntary transfers and promotion policies, but relocation is a traumatic time for the families as they leave their relatives and informal support networks. It will be important to involve these new residents into community activities as soon as possible and to be aware of the increased sense of isolation that these residents will experience. Alcoholism counselling, parenting effectiveness and stress management have been found to be useful in other locations in helping the correctional staff cope with the day-to-day pressures associated with their jobs and its shift work component.

Conclusions

Conclusions on the concerns expressed by the FCSS office in Grande Cache are:

1. that very few spouses and families will accompany the inmates to Grande Cache;

2. that these people will need information, financial support and in some cases counselling, and should be assisted on an individual basis;

3. that, overall, the impacts on the community will be minimal; and

4. that of greater concern, both in the first year and over time, will be the needs of the Correctional Centre staff and their families to cope with the stress-related problems of their jobs and the move to Grande Cache.

The following is a summary prepared by the
Northern Development Branch
on

Economic Pre-Feasibility Study for a Brewery in Northern Alberta

Written by: Interdisciplinary Systems Ltd.
Edmonton, Alberta

July, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

Canadians drink large quantities of beer each year, and consumption has grown significantly over the past two decades. The Canadian market is dominated by three major brewing conglomerates who hold approximately 97% of the total market: Labatt's, Molson's and Carling-Okeefe. They market a diverse array of national and local brands in all parts of the country. Each company holds 30 - 35% of the national market.

Competing with them are a number of regional breweries, most of whom hold small portions of the market in one province. Pacific Brewing in B.C. and Rocky Mountain Breweries in Alberta each hold less than 10% of the provincial market.

Ontario has two smaller companies competing for a share of the market. The Amstel (formerly Henninger) brewery in Hamilton held less than 1% of the Ontario market for several years. Their market share has increased substantially, especially as a result of a recent strike against the majors. Amstel now holds about 2% of the market. Northern Breweries operates several plants in northern Ontario, where it enjoys a substantial portion of the market. However, the company has barely penetrated the much larger market in southern Ontario, and their share of total provincial sales is small.

Only in Atlantic Canada has a smaller brewery captured a substantial portion of the regional market. Moosehead of New Brunswick hold approximately half of the Maritimes market. Moosehead is also a major exporter to the American market.

There are no small breweries in Saskatchewan and Manitoba. The large Quebec market is supplied by the three majors alone.

Recently there has been substantial interest in the establishment of new

breweries in all parts of Canada. This parallels the recent establishment of a number of new small breweries in the United States.

One particular group, representing interests in the Canyon Creek area, approached the Northern Alberta Development Council seeking financial assistance for a feasibility study of a brewery in Canyon Creek. Council liked the idea but offered instead to carry out a smaller, pre-feasibility study of breweries generally in northern Alberta.

Methodology

The consultants carried out a literature review of the financial and market factors affecting brewery operations. They also interviewed, by phone, mail or in person, officials in breweries across Canada, and officials in the Alberta Liquor Control Board, Alberta Agriculture and Alberta Economic Development.

Principal Findings

While there is substantial interest in entering the market, it has been difficult to establish new breweries in Canada. There are several reasons for this. Firstly, brewing has very high front-end costs. There are no established breweries for sale, so a new one would have to be built. A moderately-sized plant could easily cost more than $10,000,000. It would be necessary to employ much of the staff some months before sales began in order to prepare test brews, negotiate contracts with suppliers and distributers, and train other workers. All government excise taxes must be paid when the beer is produced, which may be well before it is sold.

If the new brewery cannot join an existing distribution service, and most of those are controlled by the major breweries, there will be substantial costs to establish a network.

Brand recognition is very important in beer sales and establishing a new brand in the market is difficult. A new brewery, unless it is backed by

a major corporation that is prepared to absorb substantial losses at first, will not be able to match the heavy advertising of the majors (1984 expenditures, $15 - $20 million). Most provinces strictly limit the types of promotion that may be used by a brewery to attract customers.

Despite the difficulties there are a number of groups that have been established and are at various stages in the process of establishing new breweries in several Canadian provinces. British Columbia and Manitoba each support brew pubs. The existing brew pubs are in the Vancouver and Winnipeg areas where they have a large potential market to draw from. These establishments brew beer exclusively for sale in their own licensed facilities. Production is measured in thousands of gallons per year, rather than the millions produced by the majors. One of the better known brew pubs is on Granville Island in Vancouver.

In Ontario, some small breweries are likely to open in the near future. These will be small-scale operations that produce a limited amount of beer for a local market. The Brick Brewing Co. in Kitchener-Waterloo will begin operations this year, while the Upper Canada Brewing Co. will not be far behind. Establishment of these firms has been made significantly easier by access to the Brewer's Retail System, which provides distribution, sales, and container return services to member breweries.

In Alberta, the establishment of small or cottage breweries is permitted under the Liquor Control Act and regulations. Recent changes to the Act allow brew pubs to be established. However, regulations controlling brew pubs have not been issued yet, and it will likely be some months before license applications can be processed.

At present there are no cottage breweries in Alberta, but there are several large breweries in Edmonton, Red Deer, Calgary, and Lethbridge. All but one, the Red Deer plant of Rocky Mountain Breweries, are owned by the majors, who also hold more than 90% of the Alberta market.

Success in the bottled market has been much tougher to achieve. Beer drinkers tend to be reluctant to change, and even the majors find it difficult to gain 1% in sales. Attempts to lure buyers through promotional devices have been restrained by the regulations set out by the Alberta Liquor Control Board (ALCB). Price competition, which has only recently been permitted, is difficult when a large portion of the retail cost reflects government taxes. Finally, the majors have the resources to advertise far more extensively than any small brewery can.

Conclusions and Recommendations

A. Major Brewery

Construction of a major brewery (2 million gallons/year) in northern Alberta can not be recommended on the basis of the available information.

To operate at capacity, the brewery would have to capture about 5% of the provincial market or nearly one half of the total market in the NADC service area. Only the long-established Moosehead brewery has achieved that level of penetration in a regional market. Efforts by regional brewers to capture a substantial portion of the market have generally resulted in financial losses that ultimately led to changes in ownership. This has occurred even when the brewery was located in the centre of a relatively densely populated market such as Ontario's Golden Horseshoe or the Calgary-Edmonton corridor. It is unlikely that a brewery located in such a thinly populated area as northern Alberta would be more successful.

B. Cottage Brewery

A cottage brewery might be viable in northern Alberta. The ALCB currently has a separate policy for cottage breweries as compared to major breweries. However, they have not clearly differentiated on a capacity or cost basis between the two types. In conversations with Board staff, it was stated that the Rocky Mountain plant (annual capacity 3.3 million

gallons) is a major brewery . In Ontario, the Brick Brewery, a new cottage brewery is expected to cost between $2 million and $3 million.

In Alberta, a cottage brewery would likely have to have an annual capacity of a few hundred thousand gallons. One that produced one to four hundred thousand gallons per year would only need to capture less than 1% of the provincial or 10% of the regional market to sell its entire capacity.

To make a profit, the company would have to carefully control its costs. The first step in this would be in plant construction. Using second hand equipment would be much cheaper than installing new brewing equipment.

C. Brew Pub

It is likely that brew pubs would be successful at a variety of locations in northern Alberta. Providing the cost of equipment and installation was reasonable, any licensed facility serving an area with a reasonable population might be viable as a brew pub.

To justify the investment, the pub would have to draw substantially more traffic than it would as a traditional licensed establishment. It therefore seems unlikely that rural pubs in northern Alberta would benefit from converting to a brew pub operation. When there is only one drinking spot in the vicinity, changes in that establishment are unlikely to attract a significantly greater number of patrons. It is also unlikely to be productive by selling the house brew at a substantial premium. Patrons would be unwilling to accept such a charge.

Pubs in the urban areas, however, might be able to increase traffic substantially by installing a brewing facility. Providing beer is of satisfactory quality, the increase in sales could justify the cost of the miniature brewery. It is probable that the market will not support many of these brew pubs in one area, so it will be important for interested bar keepers to carefully evaluate the potential market and competition.

The following is a summary prepared by the
Northern Development Branch
on

Television Communications in Northern Alberta: A Briefing Paper

Written by: The Northern Development Branch,
Peace River, Alberta

July 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

Inadequate communication facilities and services are problems shared in varying degrees by most rural and remote communities within the Northern Alberta Development Council Area. In addressing the communications problem, in particular television reception, the Council has received and reviewed 32 briefs resulting in:

a. numerous briefing papers being presented to Council;

b. establishment of a basic level of service;

c. two separate motions being passed by the Council; and

d. establishment of a grant structure to assist communities to enhance television reception.

This report is a summary of communications development in northern Alberta, and prepared as background information for the Northern Alberta Development Council.

Methodology

Data for the report was gathered through reports of and interviews with officials of Alberta Utilities and Telephones, Communications Canada (DOC), and the Canadian Radio-Television and Telecommunications Commission (CRTC).

Principal Findings

1. NADC Policy

In attempting to address the problem of inadequate television reception the Council has adopted:

a. a basic level of service to include:
   i. CBC Alberta Transmission;
   ii. CTV Alberta Transmission;
   iii. ACCESS Alberta;

b. Motion 198, September 1979:
   "That Council endorse the recommendations of the review on television communications in northern Alberta and these recommendations be submitted to government for consideration."

c. A one-time-only grant based on the following criteria:
   i. applicant must be a registered society;
   ii. CRTC-DOC licensed operator;
   iii. grant not to exceed $10,000; and
   iv. grant to apply to communities currently receiving less than basic level of services.

d. Proposed RFD (Request for Decision), July 1982
   "Communications North Assistance Program", with Alberta Utilities and Telephones being the delivery agent through a joint U & T / NADC Committee. The proposal did not receive approval du to the following:

   i. maximum variable grant $45,000;
   ii. society-based organization;
   iii. minimum level of basic services;
   iv. population greater than 99; and
   v. grant on one-time-only basis.

e. Motion 377, February 1984:

"That Council support local satellite/cable television operators, where satisfactory service is being provided, and that the CRTC be requested to refrain from issuing licenses to other operators without the full support of the community.

2. Grants Approved to Date:

Community	Fiscal Year	Amount	System Purchased
High Prairie	1979-1982	$205,000	Micro-wave tower
Rainbow Lake	1979-1980	10,000	Satellite
Manning	1982-1983	10,000	Satellite
High Level	1983-1984	10,000	Satellite
	TOTAL	$235,000	

3. Current Services

The report lists and maps existing licensed operators in northern Alberta, delivering television, radio and telecommunication services in Northern Alberta.

Conclusions and Recommendations

1. Gaps

Using the basic level of service criteria, television/radio reception gaps exist in the following general geographical areas:

a. the fringe areas of CBC and CTV off-air broadcasting areas;

b. lower Peace River Basin areas;

c. all remote and isolated communities; and

d. south shore Lesser Slave Lake communities.

N.B. Most of the isolated communities lack radio rebroadcast and/or community-based systems.

2. Inhibiting Factors

Factors inhibiting small communities from obtaining adequate TVRO (television, radio coverage):

a. capital cost of obtaining adequate equipment; i.e., off-air or cable systems (estimated cost set at $10,000 plus per channel);

b. on-going operation and maintenance costs; i.e., monthly CanCom billings, although not excessive, are expensive when compared to free non-scrambled signals transmitted from the U.S.A.;

c. communities lack administrative/society structures to implement a TVRO program; e.g., Ft. Vermilion;

e. the $10,000 grant structure provided by the NADC is not sufficient to entice individual communities to obtain licensed TVRO (this is mainly due to the on-going operation and maintenance costs).

3. Council Considerations

a. Do nothing.

b. Continue the current grant structure. Given the current television rebroadcast and reception capabilities it is doubtful whether additional grants will be required.

c. Recommend implementation of an RFD as proposed earlier by NADC/U&T.

RFD approval would require up to $1 million to implement an adequate TVRO system to all underserviced northern communities in excess of 100 population.

d. Provide sufficient manpower and funding to implement a cost sharing program with Northland School Division to provide off-air access to select communities. Estimated cost: $10,000 per community.

Based on an equitable cost sharing basis with other agencies, total cost to NADC should not exceed $100,000 (24 communities to be serviced at an estimated installation of $10,000 per community - the NADC contributions could be $5,000 per community). Implementation of such a program would serve as a stop gap measure and require substantial manpower to implement given the lack of a community-based society in most locations.

e. Re-evaluate the basic levels of services outlined earlier and review the inconsistency of NADC Motion 377, which does not ensure Canadian content.

f. Enhance radio communications in select communities.

The following is a summary prepared by the
Northern Development Branch
on

Economic Development Opportunities in Northern Alberta

Written by: Currie, Coopers & Lybrand Management Consultants
in Association with J.F.T. Scott and Associates
Edmonton, Alberta

September, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

The primary function of the Northern Alberta Development Council (NADC) is to provide government with a northern point of view on a wide range of issues and to supplement and complement the perspectives on northern Alberta. In part, to this end, the Council sponsors conferences and workshops, conducts practical research and encourages interdepartmental co-operation.

Approximately every five years the Council sponsors a major conference to give residents of northern Alberta an opportunity to discuss ideas and concerns with senior provincial government officials and private sector representatives. In preparation for a conference held in Fort McMurray in October, 1985 (Challenge North Conference), the NADC contracted Currie, Coopers and Lybrand to help identify and clarify economic development opportunities in northern Alberta. The overall purpose of the study was to examine from a regional perspective the economic circumstances in northern Alberta. Eleven regional reports and one overview report were produced.

Objectives

The key objectives of the study were to identify local and regional aspirations, goals and priorities; to identify realistic economic development opportunities; and to build understanding among the citizens of northern Alberta as to opportunities which can be pursued.

The specific study objectives were as follows:

- o to provide up-to-date information to communities, government, business and industry on the key topic of economic development in northern Alberta;
- o to help provide some of the necessary background information for delegates and speakers involved in the major NADC Challenge North Conference in Fort McMurray; and,
- o to provide a detailed background report for Council members to assist them in their ongoing function of evaluating briefs and providing advice to government.

Methodology

For the purpose of the study, the Northern Alberta Development Council was divided into eleven regions. The boundaries used for these regions were based on a combination of geography, transportation patterns, and trading areas.

The field research took place from January to June, 1985. The following were the major components of the research project:

- o a comprehensive literature review;
- o extensive personal interviews with key actors in each of the eleven regions;
- o government and industry interviews regarding economic activity and future trends;

- a day-long workshop with business and community leaders in each region to review preliminary findings, and to provide additional input.

An active steering committee made up of industry, community and government representatives monitored the various stages of the project. This committee reviewed the draft reports and provided significant direction to the ongoing research.

At the conclusion of the project eleven reports were produced outlining the economic development assets, goals, opportunities and constraints in each of the regions. A final report presented a summary of the regional reports and a general overview of the situation across the NADC area.

Principal Findings

The seven major economic sectors of agriculture, tourism, non-renewable resources, forestry, fish and wildlife, retail and servicing, and water were analyzed using four topic areas: goals for each economic sector; resources and assets by sector; opportunities for development within the various sectors; and the major constraints inhibiting the development of opportunities within each of the sectors.

The following statements are based on the analysis:

- Long Term Stability

  Northern residents seek long term economic stability for their region. They are looking for economic diversification; opportunities to encourage young people to stay in northern Alberta; and for the means to play a greater role in, and take advantage of, the development of resources.

- Cautious Investment Climate

  The effects of the recent recession still exist. Many local businessmen have a cautious approach toward investment in resource development related opportunities. Lenders often exhibit very cautious attitudes to potential development.

- Local Economic Development

  There is an increased interest in organized economic development programs in most communities. There is a lack of awareness of the best way to promote economic development at the community or regional level. Many communities require more expertise and assistance in order to effectively carry out an economic development program.

- Agriculture

  The agricultural sector has a major role to play in northern economic development. Because of the serious cost/price squeeze, there is a need for increased agricultural diversification, improvements in farm productivity, and the continued and expanded use of "cost shelter programs" (for example fertilizer, fuel, drought assistance).

  Specific agricultural processing opportunities of some grains, red meat, poultry, and honey were identified in some regions.

There is an opportunity for further new land development in some regions.

Part-time employment off the farm will continue to play an important role as long as costs for land development and farm operation remain at current levels.

Continued northern agricultural research is required at a significant funding level to address the long term challenges and opportunities facing the industry.

o Forestry

The forest resource in Alberta, traditionally a strong economic force in northern Alberta, offers potential for further expansion as prices and markets improve.

The hardwood (aspen) resource of northern Alberta is almost completely untapped. There are potential opportunities in some regions.

Just over half of the softwood (coniferous) resource in northern Alberta is committed to existing industry. There is potential for some development of the remaining resource and for increased production using smaller timber.

Further development of the forest industry, particularly the aspen resource, will likely require government assistance tailored to meet the requirements of the specific projects.

- Fish and Wildlife

  The fish and wildlife resource in northern Alberta has an uncertain role to play in future economic development. There are many conflicting priorities between commercial and recreational based activities; trapping can be maintained or increased but only if other development does not continue to encroach.

- Tourism and Recreation

  Nearly every community in northern Alberta saw some potential for increasing tourism activity in their regions. Most opportunities are local and small scale and can be achieved with relatively small investments. Major tourism developments will require a partnership between government and business.

  Significant opportunities exist for upgrading hospitality training, community attractiveness, and tourism awareness.

- Non-Renewable Resources

  The oil and gas industry has a highly significant role in northern Alberta and will continue to drive its economy. The main components of the recent growth include:

  - substantial conventional oil and gas exploration and development;
  - expansion from experimental to commercial scale of a number of heavy oil plants;
  - expansion of existing tar sands plants and examination of new oil sands plant investment potential;
  - enhanced recovery projects in existing fields.

- Retail, Service, Commercial Sector

  There are retail and commercial opportunities in virtually every northern community. Investment in these opportunities will likely come from local residents. Businesses must be sensitive to local situations.

  In communities near resource development, particularly non-renewable resources, there is substantial interest in improving the rate of local hiring and purchasing. Local hiring and purchasing can be enhanced by co-operation and communication between resource developers and local businesses.

  Continued work is required to expand the provincial government local purchasing and tendering policies so that local firms can take advantage of opportunities in a competitive way.

- Infrastructure

  The north is an expanding, developing area. There continues to be a basic requirement for road construction and upgrading as a key "lever" for development. Several regions also need additional housing, municipal servicing and improved health care.

- Water

  Northern Alberta's water resources will play an increased role in supporting tourism, industrial and hydro-electric development and commercial fishing. Effective water management policies are required.

Conclusion

A major conclusion of the study is that northern Alberta continues to be of significant economic importance to the province as a whole and to the rest of Canada. Its resource-based role will continue and expand in the foreseeable future.

There are countless opportunities to develop many related retail and service oriented businesses that will be required to maintain a healthy economy.

Generally, the northern economy is rebounding from the recent recession. Indeed, some regions were not drastically affected at all. Overall, the recovery is being led by renewed conventional oil and gas and heavy oil activity. Northern residents see many opportunities in the service sector and in developing a stronger tourism industry in the North. The forest industry has potential for expansion. The agriculture industry is going through difficult times but is a vital sector of the northern economy. The traditional fish and wildlife sector, too, faces some problems.

There are continued requirements for infrastructure development in northern Alberta. The resolution of concerns related to water and its use by industry, and environmental protection will also be important areas to consider in the future.

Finally, the people of the north are its most valuable asset. They see the north's potential and wish to make it a better place for themselves and their children.

Northern Alberta offers many challenges:

- for the communities the challenge is to take the initiative and to become better organized;

- for business people the challenge is to continue to identify and take advantage of opportunities;

- for the resource-based industries the challenge is to develop and carry out effective local purchasing and local contracting policies, to hire and train local residents wherever possible, to develop good communication networks with local residents, and to continue to identify and take advantage of opportunities;

- for the provincial government, the challenge is to encourage and promote development of all sectors of the northern economy, and to provide increased assistance regarding economic development planning and organizational expertise at the local level;

- for the provincial and federal governments, the challenge is to continue developing infrastructure, transportation, research, and purchasing and tendering policies.

The following is a summary prepared by the
Northern Development Branch
on

Tourism - Lac La Biche Country

Written by: Lac La Biche Blueprint for the Future Committee

September, 1985

Sponsored by: Northern Alberta Development Council
and
Regional Economic Development Council
Lac La Biche

Background and Purpose

Many communities in Alberta have come to realize the economic value and potential of the tourist dollar. Tourism development generates employment and provides stable economic growth to a community. In recent years, Albertans have seen an increase in leisure time, a greater demand for cottage development and a heightened awareness of tourism. These factors may be an indication as to why the tourism industry has become the third largest economic generator in Alberta.

Since the turn of the century, the subtle tranquility and enchanting beauty of the lakes and forests have lured the sportsman and the tourist to the Lac La Biche area. Recreational boating, sportfishing, class "A" beaches and scenic roadways are but a few of the attractions available to visitors. The Lac La Biche area also has a rich ethnic and cultural diversity and one of the oldest historical heritages in the province. But, with such an abundance and variety of resources, the tourism industry in the Lac La Biche area has not been tapped to its maximum potential.

The purpose of this report is to study the direction and impact of the tourism industry in the Lac La Biche area.

Objectives

Tourism development has been identified as the number one priority for study by the Blueprint for the Future Steering Committee as a means of generating economic growth and development in the Lac La Biche area through responsible tourist and recreation development.

The specific objectives of this report are:

1. to statistically describe the present status of tourism in the study area;

2. to address common local tourism issues;

3. to facilitate planning common development and promoteion of tourism in the study area;

4. to summarize and analyse information collected on tourism and recreation in the study area;

5. to make recommendations for the planning, development and promotion of tourism in the study area.

Methodology

There were five steps to the study process:

1. In 1984 a tourist survey was completed as an area summer research project. Under the auspices of the Lac La Biche Chamber of Commerce, a questionnaire was distributed throughout the area to five local campsites, the Lac La Biche Tourist Information Booth and Churchill Provincial Park. Responses were received from 148 people. Five students were employed to do the survey, with funds coming from a government summer student program.

2. A public workshop was organized by the Blueprint for the Future Committee, the managing body for the study. On January 21, 1985, the public was invited to a workshop to express their opinions and ideas on the future development and implementation of regional tourism.

3. Thirty-two individuals from the Lac La Biche area were interviewed on the basis of their familiarity with the area and its development. The interview format was designed to address certain issues and ensure a more grassroots-perspective to the study.

4. A data and literature research was carried out using reports provided by local and provincial agencies.

5. The data was assimilated by the Future Committee and staff, who also distributed the reports.

Principal Findings, Conclusions and Recommendations

Tourism is already an important activity in the Lac La Biche Region. It is estimated that a total of 157,000 camper nights alone were spent in the area in 1984, resulting in an expenditure of approximately $4.3 million. The dollar value of the tourist expenditures does not reflect the number of people who have summer cottages here, who are visiting friends and relatives, or are staying in the hotels and motels. With implementation of the following recommendations, the number of tourists and their expenditures can be greatly increased, adding to the prosperity of the region and providing more employment for the local residents.

1. Environment

   Although further tourism development is generally favoured by the community, primary concern with development is the lasting impact on the environment. The need to conserve our forests, lakes, and wildlife is paramount. Without these resources, there would be no tourism and no habitat. Foremost of the natural resources are the lakes and forests. In order to ensure environmental and developmental compatibility, twenty recommendations are proposed.

2. Infrastructure

   Next to people and the land, the most important tourism resource is infrastructure. It is basic to any tourist industry that a proper network of roads and good facilities be built and maintained. Many existing facilities are overloaded during the tourist season. To alleviate these problems, twenty-six recommendations are proposed. One recommendation on road improvements covers 10 road proposals.

3. Historic/Culture

Lac La Biche is Alberta's second oldest community. There is public concern and interest regarding the identification and preservation of local historic resources. In addition to its historic past, the region has grown to become home to many culturally diverse and rich communities. In order to appreciate and preserve the history and culture, twenty-three recommendations are proposed.

4. Lakeland Integrated Resource Management Plan

The plan allows for the careful development of the major lake area just to the east of Lac La Biche. The planning area is roughly bounded by Lac La Biche in the west, the 18th Baseline in the north, Wolf Lake in the east, and the area south of Beaver River.

This project is vital to the development of the Lac La Biche region, offering many business and employment opportunities. Recreation development by private industry and government is encouraged in the Lakeland draft plan. Proposed developments range from campgrounds in heavier-used areas of Lakeland to hiking trails and portage access routes in the more remote wildland areas.

While the Lakeland Integrated Resource Plan draft has recreation as its priority, it also gives direction for the management of all crownland resources. Integrated resource planning objectives have been written for minerals, timber, tourism, agriculture, fish, wildlife, and water. Seven recommendations are proposed.

5. Image, Attitudes, and Awareness

Most people who live in our region are seriously concerned about the negative image that "outsiders" may have about the Lac La Biche area. Research shows that the vast majority of visitors are

quite happy with the community, however, some action must be taken to counter unfavourable impressions that may have developed from specific and somewhat sensationalized incidents in the area. Furthermore, some action must be taken to induce a proper awareness and attitude among Lac La Biche area citizens and entrepreneurs toward tourists. Twenty recommendations are proposed.

6. Central Theme

The development of a strong theme as a means of identifying and distinguishing this region of the province is considered essential. Six recommendations are proposed.

The following is a summary prepared by the
Northern Development Branch
on

Northern Alberta Today

Written by: Praxis Inc.
Calgary, Alberta

October, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

One of the major objectives of the Northern Alberta Development Council is to promote positive development in northern Alberta. This involves extensive liaison with community groups, business leaders, government personnel, prospective northerners and businesses, consultants, and a variety of program or agency personnel delivering services in the North. This liaison work would be enhanced by the development of a document which could be used by all the groups mentioned above. A document would summarize and highlight the major characteristics of the North, and would provide necessary background material for people-organizations contemplating (or actually) working, or delivering services, in the North.

Throughout the time since the Council was re-organized about ten years ago, one of the major obstacles encountered when trying to improve northern conditions has been a lack of knowledge and understanding of Northern Alberta by many people living outside of the region. An information review document would be one way in which this information gap could be reduced. Northern Alberta Today was produced to provide this common informational link.

Objectives and Methodology

The research behind the report was intended to prepare a publically oriented document which sectorally describes northern Alberta in a comprehensive but readable fashion. The sectors or sections of the report were to be organized roughly by:

1. Population of the region; vital statistics and demographic indicators.
2. Municipal features and characteristics
3. Agriculture
4. Forestry, fishing and trapping
5. Energy
6. Industrial Projects
7. Manufacturing and Construction
8. Retail and Service Trade
9. Transportation
10. Labour Force
11. Housing
12. Social Services
13. Medical Services
14. Education
15. Tourism/Recreation

Specifically the research was to do the following:

1. To graphically portray the key features and statistical data of the sectors previously identified.

2. To highlight only the most important data for each of the major sectors identified above.

3. To capture the essence of each sector, and northern Alberta as a whole, through a wide variety of effectual visual displays.

4. To suggest a variety of color photographs which could be used to compliment each sector.

5. To develop a text for all the sectors and the entire booklet, a text which is interspersed with relevant and current data. This text was to be written in a clear, non-technical, and readable fashion.

6. To develop and suggest a layout for the publication that would be "ready" for the actual printing/publication process.

7. To collect, analyze, and synthesize data on northern Alberta, according to the sectors previously indentified. For the most part, this information would be available in a variety of existing documents and reports.

Methodology consisted largely of a literature review, gathering data from Statistics Canada, the Alberta Bureau of Statistics, the Northern Development Branch, and other provincial government departments and agencies with responsibilities in northern Alberta. Photographs were gathered from the Northern Development Branch and Travel Alberta (both divisions of Alberta Tourism and Small Business), the Public Affairs Bureau of the Alberta Government, the Petroleum Resources Communications Foundation of Calgary, and a private, professional photographer in Peace River.

Principal Findings

1. The Landscape

- Northern Alberta covers approximately 400,000 square kilometers or 60% of the Alberta land mass.

- The Alberta Government is the major land holder in the north, contrasting with the situation in southern Alberta where most land is in private ownership.

- With the exception of a small portion of northeastern Alberta which is part of the Canadian Shield, northern Alberta is part of the Canadian Plains. Within these plains, great variety exists: flat-topped, high-hill regions; rolling upland areas; undulating and flat lowlands; wetlands and lake-covered regions. Approximately three quarters of northern Alberta is

covered by forest while another 11 per cent has been cleared for agricultural purposes. Rivers, lakes and wetlands comprise the remaining area; 17,000 square kilometers of the north are covered in water.

- Almost all of northern Alberta is part of either the Peace River Basin or Athabasca River Basin, with most rivers and lakes flowing out to the Mackenzie River.

2. The Climate

- Northern winters are slightly colder than southern winters but northern summer temperatures are equivalent to the south.

- The northern growing season is somewhat shorter but more intense, due to longer summer days and sometimes lower elevations.

3. The Ecology

- There are five eco-regions defined by geographic regions and vegetation: boreal-mixed wood, boreal foothills, boreal uplands, boreal northlands, boreal subartic.

4. Wildlife

- The image of plentiful fish and wildlife resources needs to be tempered with the need for wildlife management, especially as habitat and stocks may be reduced by such other uses as agriculture, hydro-electric development, forestry, and oil and gas exploration.

5. The People

- The northern population is approximately 10% of the provincial total. In 1984 there was over 240,000 people living in the north.

- In 1984, there were 2 cities, 24 towns, 16 villages, 3 counties, 5 Municipal Districts, 10 Improvement Districts, 8 Metis Settlements and 67 Indian Reserves in northern Alberta.

- The average annual growth rate in northern Alberta was 2.5% from 1971 to 1976, and 4.1% from 1976 to 1981. Fort McMurray was the fastest growing community: 17.4% annually from 1971 to 1976; 13.4% from 1976 to 1981.

- The ethnic make up of the north is: British - 39.9%, German - 13.2%, Native - 11.6%, French - 10.1%, Ukrainian - 8.6%, Other - 7.6%, Scandinavian - 3.6%, Dutch - 2.9%, Polish - 2.1%, and Italian - 0.4%.

- About one-third of the northern labor force is employed in the primary industries of agriculture, forestry, oil and gas, fishing and mining. Approximately another third is employed in the service industry tied to primary industries.

- The northern labor force participation rate was 69% in 1984, compared to 72% for southern Alberta and 65% for Canada.

6. <u>The Economy</u>

(a) Agriculture

- The two main agricultural regions are the Athabasca - St. Paul region (northeastern) where mixed farming operations predominate, and the Peace Region (northwestern), from Grande Prairie to High Level, where grain farming predominates.

- In 1981 the number of farms in northern Alberta was:

	Number of Farms	(%)	Total Farm Area (acres)	(%)	Total Improved (acres)	(%)	Total Improved (%)
North	24,598	(42)	13,852,231	(29)	9,802,427	(32)	71
South	33,458	(58)	33,365,939	(71)	21,148,715	(68)	63
Alberta	58,056	(100)	47,218,170	(100)	30,951,142	(100)	66

- The main cereal crops are barley, canola, wheat, rye and oats.

- Agricultural processing and agricultural research are major northern industries, with significant strides made in honey production and processing, canola production and processing, alfalfa management, and soil management.

(b) Forestry

- Northern forests are an almost equal mix of coniferous and deciduous trees.

- The aspen reserves in northern Alberta exceed that of any province in Canada. Trembling aspen is the principal commercial hardwood. The best commercial use of aspen has been in pulp mix for paper production. Other uses might include waferboard and oriented strandboard production.

- Jackpine, lodgepole pine and white spruce are the principal commercial softwoods.

- By the 1990's, northern Alberta may very well experience significant production increases if forests elsewhere in Canada are unable to provide their domestic or international markets sufficient lumber.

(c) Fish and Wildlife

- Commercial fishermen catch approximately three-quarters of the Alberta production: 3.5 million pounds annually. Whitefish account for more than one-half of the catch in weight, and three quarters in economic return.

- Recreational fishermen in Alberta remove as many fish as the commercial fisheries. Northern Alberta accounts for 80% of Alberta's recreational fishing.

- There are 2000 registered trappers in northern Alberta, which constitutes approximately 80% of all Alberta's trappers.

- The principal species, in terms of numbers and value trapped, are beaver, muskrat, squirrel, lynx and coyote.

- Recreational hunting of moose, elk, deer, black bear and waterfowl is increasingly significant.

(d) Oil and Gas and Minerals

- Rainbow Lake has the largest conventional oil and natural gas field in Alberta.

- Fox Creek has the highest producing gas field in Canada.

- Large conventional oil fields are also found in the north central region and large gas fields are found around Grande Prairie and north of Cold Lake.

- Oil sands underlie 60,000 square kilometers of land. The major fields are Athabasca/Fort McMurray, Cold Lake, Wabasca and Peace River, which together hold 200 billion cubic meters of bitumen. Only about 10 to 20% of the deposits are deemed currently recoverable, 5.2 billion cubic meters in the Athabasca deposit alone.

- In the Cold Lake, Peace River and Wabasca deposits there are over 30 experimental, insitu recovery plants in operation, many nearing commercial production.

- About one-quarter of Alberta's sulphur production comes from northern Alberta.

- Other potentially economic minerals include: peat moss, salt, iron ore, dimensional stone such as granite, and heavy metals such as vanadium, nickel, titanium and zirconium.

- The largest bituminous coal mine in Canada is located at Grande Cache.

(e) Retail and Service Trade

- Northern Alberta trade resulted in $1.5 billion in revenues in 1982, between more than 2000 businesses across northern Alberta. This accounted for 8% of the provincial total.

(f) Manufacturing

- Forest products manufacturing, including pulp and paper, employed more than 3000 people, or half the manufacturing labour force in 1981.

- Agricultural processing accounted for 800 employees.

(g) Construction

- Northern Alberta accounts for more than one-third of Alberta's construction.

(h) Tourism

- Northern Alberta accounts for approximately 10% of the $2 billion annually in provincial tourism receipts.

- A joint government and industry priority over the next few years will be to develop the relatively untapped tourism potential which exists in northern Alberta.

7. Northern Infrastructure

(a) Transportation

- Northern Alberta highways, railways and airways have replaced historic waterways as the means of commercial and personal transportation. There is a sophisticated and extensive transportation network throughout the north.

(b) Community Infrastructure

- Virtually all cities, towns and villages in northern Alberta have modern utilities such as piped and treated water, sewage disposal, natural gas, power and telephone.

- Distances and sparse populations remain a constraint to the development of complete services in the smaller, more remote communities.

8. Services

(a) Health

- There are 28 active treatment hospitals with more than 2300 acute and auxiliary care beds. Ten of these were built in the past five years. There are also several public health and mental health offices throughout the north.

(b) Education

- Northern Alberta contains 9 school divisions, providing education to about 59,000 students through approximately 3,000 teachers.

- Northern Alberta contains 2 of Alberta's 4 Alberta Vocational Centres (AVCs), all 20 of Alberta's Community Vocational Centres (CVCs), 4 regional colleges, a university and 2 educational consortia.

9. Culture and Recreation

- There are approximately 18 designated historic sites in northern Alberta, including some of the province's oldest locations.

- More than 20 provincial parks, 100 roadside camping areas, 60 Alberta Forest Service camping areas, and 35 private or municipal camping areas are available in northern Alberta.

10. Northern Innovation and the Future

- The variety and contrasts within the north means that the tremendous opportunities it offers must co-exist with challenges to be faced. As part of the process of confronting these challenges, research and development activities are underway on a variety of social and economic fronts. Local communities and provincial government bodies, as well as industry and independent organizations, are conducting research, implementing innovative programs, and making decisions critical to the development of the north.

- Energy will certainly continue to be a dominant feature of northern Alberta's economy into the 21st century, with oil, gas, oil sands and coal production contributing an estimated one-quarter of the provincial gross domestic product. However, changes are foreseen as a result of decreasing conventional oil and gas supplies, new technologies, and higher levels of oil upgrading.

The following is a summary prepared by the
Northern Development Branch
on

An Analysis of the Local Roads Problem in the Elk Point - Lindbergh Field Oil Sands Development Area

Written by: Opportunity West Developments Ltd.
Edmonton, Alberta

December, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

The Northern Alberta Development Council commissioned Opportunity West Development Ltd. to respond to Brief #1426 on the subject of the ever worsening state of the rural county roads within the Elk Point area, with the Lindbergh heavy crude oil field. The Brief indicates that the Elk Point Surface Rights Association, (EPSRA) has the desire to bring the local road conditions to the NADC's attention. The EPSRA indicates that the County of St. Paul is unable to adequately maintain these roads, due to an alleged lack of funds. The EPSRA feels that the provincial government should shoulder most of the responsibility for these rural roads, since they are the main beneficiaries of the heavy oil extraction, through royalties, rental and fees. A section of the main report is devoted to taxes and royalties.

Objectives

- to identify the major concerns of local residents regarding rural roads;
- to determine what has been done by private industry, municipal governments, and provincial governments;
- to recommend a strategy for resolving the problems.

Methodology

The Systems Planning Branch of Alberta Transportation conducted an Elk Point Area Study in April, 1985. During the course of that study, their transportation planners derived some estimations of traffic volumes in the Lindberg Field, based on five one-day turning movement counts and three twelve-day base counts of traffic in the Elk Point area in February, 1985. These counts were further enhanced by interviews with the oil companies working in the area.

Mrs. Mary Bennett, the NADC member from Elk Point, provided a list of names of local people who could have opinions and/or concerns regarding the Lindbergh Field road situation. The people on this list hold a wide spectrum of viewpoints with reference to the local roads.

Interview subjects included Lindbergh Field and Elk Point residents, oil company representatives, local and provincial government employees and elected officials, and people that work in the oil field development area. In general, area residents agreed that the roads are a problem and their individual thoughts about those problems do not vary very much. As far as the County Council is concerned, the degree of the problem varies with the resident location of each council member. Oil company representatives would like to see both the county and provincial governments upgrade the roads.

Principal Findings

The findings of Alberta Transportation's investigation, related to methodology, may be summarized as follows:

- In 1984, there were estimated 4,640 truck miles travelled in the area of the Lindbergh oilfield that had two or more wells per quarter section.

- Approximately 95 miles of local roads and 15 miles of secondary roads (mainly secondary road #640) conveyed the bulk of these trips. Therefore, the average mile of local road in the intense development zone had 42 truck trips per day.

- The average local road haul from the survey was 6.5 miles for all types of trips.

- There were over 100 truck trips per day on:
  a) Secondary Road 640 in the vicinity of Dome's cleaning plant.
  b) Northern Valley Road, for 8 kilometers east of Highway 41.

- There were roughly equal amounts of truck traffic on the local north-south links surveyed (52-67 trucks per day.) None of the north-south roads were clearly more "travelled" than others.

- Of 260 trucks classified by type, only 2% were farm trucks.

The response gained from interviews are summarized as follows:

- Many of the Lindbergh Field local roads are in terrible condition.

- The county is not doing an adequate job of rebuilding and maintaining the roads.

- Amoco and Westmin have been identified as two companies that are doing a good job of maintaining roads in their territories.

- Many residents are concerned with the considerably increased risk of accidents in the Lindbergh Field.

- Dust and noise are the most irritating problems associated with the oil development for many residents.

- Road standards were very low at the outset.

The major transportation issues by local residents, oil companies, and the affected counties, regarding the Lindbergh oil development are:

1) surface maintenance of local roads, due to heavy short haul truck volumes.
2) dust and noise.
3) surface width of local roads for safe passing.
4) upgrading of Secondary Road 640 and local roads.
5) safety of Secondary Road 640, where one person died in a traffic mishap in 1984.
6) the level of maintenance that can be provided when the oil development is in the corner of each of three counties.
7) delay in receiving new tax revenue, versus the need for better roads immediately, and
8) direction of future development and its impact on area roads.

Conclusions and Recommendations

The level of communication among all concerned participants in the Lindbergh oilfield development project must be improved considerably. A local transportation task force could facilitate this improved dialogue. It must be made easier for an area resident to converse with an oil company and the local taxing authority, and vice versa. There are no easy solutions to the problem of the worsening state of the rural roads in the Elk Point area. Patience is required while the issues are addressed. A cooperative effort is equally demanded to resolve areas of conflict. It is assumed that no one solution to any of the several oil traffic related problems in the Lindbergh Field will satisfy all parties.

Most residents of the study area agree that the heavy oil development is "here to stay." Conditions will improve in the future when the enchanced recovery phase is fully implemented. From the viewpoint of the local taxing authorities and the oil companies, the case can be made that some people expect things to happen too quickly. From the viewpoint of the

taxpaying residents and oil companies in the field, they have the right to demand satisfaction of certain basic expectations for minimal services from the local taxing authorities, including roads that are build and maintained to satisfy local demands.

Transportation Task Force

- The formation of a local transportation task force is highly recommended by the consultants. It is further recommended that the NADC adopt a lead role towards initiating this body, to be formed of local representatives; and further, that the NADC provide the task force with guidelines for its formation, role, operational procedures and implementation of decisions.

A successful decision-making group of this nature cannot be too big, as it could become unwieldy. But, a task force would have to have seats for:

The Elk Point Surface Rights Association
The four major oil companies in the Lindbergh Field
The three counties in the Lindbergh Field
Alberta Transportation
The ERCB
The Town of Elk Point

If such a task force were formed, it is recommended that each organization support it with a voting spokesperson. It is recommended that the chairperson, with the power to decide tie-votes, be appointed by vote of the task force membership.

The following recommendations are offered for the consideration of the NADC, the Elk Point Surface Rights Association and any local transportation task force that might be formed in the future.

Truck Traffic Volumes

- encourage permanent enhanced recovery;
- encourage pipelining of oil, waste water and water;
- support several wells on a consolidated pad;
- allot leases in blocks.

Dust

- support the correct application of the oily waste dust control technique.

Speed

- post speed limit signs;
- identify every oil field truck with a large number;
- conduct publicity campaign with oil companies.

Road Conditions

- control truck traffic flow through designated truck routes;
- enforce load-limit bans equally between area residents and the resource companies;
- coordinate the location of major truck facilities in order to support the development of major truck routes;
- encourage the shared use of major service facilities;
- tie long term road building programs to the oilfield development projections of the operating companies in the area;
- establish priorities for a road reconstruction program.

The following is a summary prepared by the
Northern Development Branch
on

Mortgage Insurance in Northern Alberta

Written by: Opportunity West Developments Ltd.
Edmonton, Alberta

December, 1985

Sponsored by: Northern Alberta Development Council

Background and Purpose

The Northern Alberta Development Council (NADC) commissioned Opportunity West Development Ltd., to respond to Brief #1394, on the subject of the level of service currently provided by the Canada Mortgage and Housing Corporation (CMHC), with specific reference to the delivery of mortgage insurance in northern Alberta.

Brief #1394 was referred to the NADC by the Mayor of High Level, His Worship Bob Walters, on behalf of several citizens of the town. The brief indicates that there is a perceived low level of service in communities in the north that are experiencing growth pressures at this time.

As a result, NADC staff made a decision to have Opportunity West Development Ltd. investigate the possibility of low levels of CMHC service in seven communities that are experiencing what are essentially zero (0) vacancy rates. The seven subject communities were:

High Level
High Prairie
Slave Lake
Bonnyville
Grand Centre
Cold Lake
Elk Point

Methodology

The investigative approach consisted of interviews with building contractors, lenders, realtors, local and provincial government agencies, as well as individuals with CMHC, Mortgage Insurance Company of Canada (MICC), and Alberta Mortgage and Housing Corporation. The consultant conducted face-to-face interviews in the communities of High Level, Bonnyville, Grand Centre, Cold Lake, Elk Point and Edmonton. In addition, interviews were conducted via telephone with individuals in High Prairie, Slave Lake, Elk Point and Edmonton.

Principal Findings

- Up until 1982, CMHC did virtually no mortgage insurance business in Alberta. Up until that time, MICC and AMHC, (with the income, subsidized niche in the market) dominated the Alberta scene. However, with the downturn in Alberta's economy, there was a corresponding increase in the demand for CMHC's mortgage insurance services.

YEAR	CMHC's MORTGAGE INSURANCE POLICIES IN ALBERTA
1982	900
1983	1900
1984	5500
1985	7500 + (projected)

In rural Alberta, CMHC became "the only game in town". Presently, CMHC is writing 85% of all mortgage insurance portfolios, and 50% of all policies on new houses in Alberta.

- CMHC stopped underwriting speculation housing in January of this year. This missing component of their portfolio has had the biggest impact on northern building contractors. CMHC has, however, maintained one of its programs for introducing spec housing to the market place. A builder may build one or two show homes for a period of several months. If the builder complies with all of CMHC's prerequisites under this program, then CMHC will underwrite the insurance on the mortgage (up to 90% of the appraised value of the house).

- In an effort to speed up the delivery of services in rural areas, CMHC will accept interim inspections on new construction from certified appraisers, however, CMHC inspectors must conduct the final inspection themselves.

- With the influx of labor for resource extraction, growth areas strain existing accommodation. Initially, short term rental accommodation (hotel, motel, boarding house) will suffice. Subsequently, this expanding labor force demands longer term rental accommodation with a growing segment seeking to purchase their own homes. In many cases, these are first-time home purchasers. First-time home owners are typically in the 10% down payment, high-ratio borrower category. In short, they are candidates for mortgage insurance. All mortgages that constitute more than 75% of the subject property's appraised value, must be insured in Canada (with the exception of Treasury Branch mortgages).

- Building contractors in areas of above average, resource-based population growth, are anxious to build homes in the first-home buyer category. Further, in certain communities, demand is such that these builders would like to build these structures on a speculative basis.

- The demand for new rental accommodations is high in the growth communities named in this study. Again, building contractors stand a greater chance of securing financing for such projects if the lending institutions are able to secure mortgage insurance. At this point in time, there is no shortage of mortgage money in Canada, and lending rates are favourable. The incidence of mortgage insurance is, however, not quite as ubiquitous as the sources of funds, nor as freely offered. The chartered banks seem determined to write a certain percentage of mortgages and Alberta's Treasury Branches are leaving all lenders in their wake in rural Alberta.

- Another sub-sector of the market in growth communities consists of people wishing to buy their second or third home. These buyers typically have larger downpayments, and they may be middle level

managers and engineers with the resource companies. They are being transferred from the city and are in the $85,000 to $120,000 house range. In these cases, the builder is usually building pre-sold, somewhat custom homes, with financing unencumbered by mortgage insurance. Builders are attracted to these houses because it is easier to secure financing to build them, and no dealings with CMHC are required. However, the enticement of this segment leaves a greater void at the lower end of the housing scale. Further, the demand at the lower end of the rental and housing scale is usually greater, and thus it forces the prices up for those that can least afford it.

- The surveyed communities share several characteristics at this point in time:
  - They are all experiencing above average growth pressures. Each of the communities are recording growth rates in the 6% to 10% range, in a province that is growing at a rate of less than 3%.
  - Vacancy rates in each of these communities are essentially zero.
  - All of these communities are experiencing an influx of population and a growing demand on the existing housing stock.
  - All of these communities are being subjected to these growth strains as a result of the development of some primary renewable and/or non-renewable resources in their vicinity.
  - All of these communities are in northern Alberta and are served by the Edmonton office of Canada Mortgage and Housing Corporation and its mortgage insurance program.

- With the exception of High Level, all of the communities identified for investigation in this study, are either in, or border on one of Alberta's four massive oil sands deposits.

Conclusions

There is a mortgage insurance delivery problem in northern Alberta. However, the blame cannot be placed neatly and completely at the feet of CMHC. The problems of delivery are exacerbated by all actors in the housing business, the remoteness of northern communities, and abysmal level of communication, the boom-bust syndrome, and so on. The problems of delivery can be summarized as follows:

- CMHC has a staff of seven inspectors that have far too many responsibilities, stretched over far too large an area. This has caused strain on the job and it has resulted in generally poor relations with people in a "high-tension" business - borrowing money to develop property.

- CMHC inspectors do not have "regularly scheduled" trips to any one area, and they are to be available, generally speaking, at a moments notice. In addition, their trips to specific destinations are not publicized in advance.

- Working relationships between CMHC insurance staff and builders, in particular, can be characterized as poor. The same can be said for CMHC and many realtors, as well as a lesser proportion of lenders.

- CMHC says "do it their our" (i.e., follow the required procedures), and they will cooperate. They claim that their procedures are clearly described and that they are continually updating lenders, builders and realtors with the information.

- In the high growth areas, builders want to build spec housing at

the lower end of the price scale. CMHC has not been prepared to insure spec housing, except through a cumbersome system of one or two show homes per certified builder. These show homes must be held for a period of several months.

- Builders are building houses for second and third time buyers, those that do not require mortgage insurance.

- In order to get what they need, many builders must start over again, clean the slate and work towards a cooperative working relationship with CMHC.

- Northern Alberta's growth communities are widely scattered and a long way from CMHC's offices in Edmonton. As a result, these communities suffer from a common problem: services that are urban-based services, are rarely delivered in an adequate manner to northern communities. Their population and remote locations also do not contribute to an efficient delivery of services.

- Northern Alberta's oil sands communities are suffering from a boom and bust syndrome, with both CMHC and the chartered banks. Many bankers remember their losses in Alberta's resource areas of a few years ago. In some cases, these same bankers are being asked to make new investment decisions about the same places. They are reluctant and slow to come around to the reality that is happening in many areas of the north today.

- CMHC's new cost recovery rules are unfair and somewhat against the philosophy of the government helping in areas where they are needed most. The new premiums, that must be paid up front, or amortized with the mortgage, are inhibitive, and they are adversely affecting the wrong group - the first time home owner.

- CMHC's average turn around time for a decision, in excess of three weeks, is far too long.

- o Realtors must better prepare their customers prior to sending them to financial institutions for mortgage applications. Similarly, financial institutions must better prepare their CMHC application kits.

- o Local accredited appraisers must be recognized and utilized by all concerned parties in the building industry.

- o CMHC's blanket policies must be more flexible to allow for variations in their rules and regulations where they are warranted by high demand, rapid growth areas.

- o Northerners, and southerners, suffer to some extent from a "we-they" syndrome. Many southerners, in particular urban-based bankers and government program managers, do not understand the north well enough to make consistent decisions. More importantly, in many cases, their organizations have not facilitated any "northern experience" or education for these decision-makers. As a result, many isolated decisions, made in remote southern offices, can adversely affect northerners. The pity of this situation is that these decision-makers are quite often unaware of the impact of their decisions. It takes an effort on both sides, but improved communication will go a long way towards alleviating problems of program delivery in the north, and educating both sides to the problems they each experience.

Recommendations

1. The level and quality of communications can be improved by and between builders, lenders, including CMHC, and realtors.

2. CMHC should review their mortgage insurance processing system, using a well qualified office automation consultant.

3. CMHC should reduce the "in-transit" time for applications, inspection reports, assessment, etc..

4. CMHC should make advance notice of its inspections.

5. CMHC should utilize more local licensed inspectors.

6. CMHC should lower their insurance premium to a maximum of 1%.

7. CMHC should insure funds used to construct speculative housing in northern Alberta.

8. CMHC should build more flexibility in their blanket insurance policies.

9. CMHC and its managers and inspectors should "upgrade" their image in northern Alberta.

10. Local chambers of commerce, builders, realtors, etc. should approach MICC and any other private insurer to enter the rural mortgage insurance market.

The following is a summary prepared by the
Northern Development Branch
on

A Board Member's Handbook

Written by: Fresh Start Social Consultants Co. Ltd.
and
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Edmonton, Alberta

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Sponsored by: Northern Alberta Development Council

Background and Purpose

The handbook was produced for northerners who are directors on boards, or who are considering volunteering to sit on a board. It will help board members who belong to such services as:

- Family and Community Support Services
- Economic Development Councils
- Health Units
- Libraries
- Chambers of Commerce
- Native Friendship Centres
- Community Associations
- Senior Citizen Centres
- Tourism Associations
- Mental Health Associations
- Detoxification Centres
- Day Care Centres
- Youth Groups
- Other permanent or temporary boards that service northern communities

Participating on a community board can be challenging and is sometimes difficult. Many times, boards work well but sometimes they do not. Nevertheless, citizen participation on service boards is a vital part of community life because boards have an overall responsibility to maintain efficiency and this is in the community's best interests. Boards achieve both efficiency and a quality service by working through an agency's staff. In this regard, they must understand management.

The basic role of the board of directors is to guide services so that policies and decisions best reflect local circumstances. Boards are often able to identify important community issues, to determine what is required and to develop suitable services or mechanisms to resolve community problems.

No single handbook can hope to address all the issues or problems that a board is likely to face. The purpose of this handbook is, rather, to provide a problem-solving handbook that is more general than it is specialized. The boards we have in mind are usually not set up by special legislation, are not profit-making, are composed of volunteers, and probably deliver a service as a private agency whether government-funded or not. These services may be small with meager budgets and few staff even though they may serve a large number of people.

The handbook is based on the following beliefs:

- Effective community service requires citizen participation.
- You don't have to be an expert to participate.
- Many community people have the skills to be members.
- People may ask to become involved as well as be invited.
- Membership on a board can be a learning experience.
- Better informed boards make better decisions.
- Opinion, attitudes and everyday experience are important elements of the decision-making process.

Principal Findings/Key Points

The handbook posed 14 questions usually asked by board members and looked at thirteen problems usually facing boards.

1. Why does anyone join a board? The handbook lists 12 principal reasons.

2. How do you join a board of directors?
   (a) There is a necessity for self-analysis.
   (b) The handbook also lists 9 tips to follow before joining up.

3. How can the agency help you decide? By openly discussing their organizations objectives and expectations with you.

4. How can the agency help you in your new role? The handbook lists 9 parts of board member orientation that an agency should complete.

5. What is the board's role?
   (a) a legal responsibility for service and clients;
   (b) management of funds;
   (c) hiring staff;
   (d) setting policy / selecting goals;
   (e) managing and delegating; and
   (f) community relations.

6. What is the board member's role? The handbook lists 15 duties and skills for the effective board member.

7. What is the chair's role? Eleven key points are listed.

8. What is the agency director's role?
   (a) The handbook advises boards to understand clearly their role versus the role of the director, and to be sure these roles are agreed upon by both parties.
   (b) Seven characteristics of a workable board and 8 responsibilities for a director are given.

9. What is the role of the agency staff? Essentially to deliver a particular service to the client. Staff can work with and report directly to a board, or through the director.

10. What is the volunteer's role? To expand upon and add to the service supplied by the paid staff and board of the agency.

11. How does the board relate to the volunteer? Effective organizations seek to have their volunteers feel part of the larger, collective effort.

12. Recognition and appreciation: a key board function.
Lack of appreciation and recognition of the efforts of staff, volunteers and individual board members can cause problems. The handbook gives 9 ways to avoid the problems.

13. How do you evaluate community services? A board should periodically review and evaluate its agency's performance through: (a) performance or job evaluation;
(b) focused role evaluation;
(c) general organization evaluation;
(d) outside agency evaluation;
(e) consultant evaluation; or
(f) formal funds evaluation.

14. How do you leave a board? Members may consider graciously stepping down after two or three years; 9 reasons are given for leaving.

An index of common board problems/common problems faced by boards:

Problem 1 An issue is discussed for a whole meeting but left unsettled.

Problem 2 Decisions are pre-determined by the board chairman and director.

Problem 3 Tension and conflict exist between the director and the board, or between the board chairman and the board.

Problem 4 A talkative member takes over a meeting, or a quiet member rarely speaks.

Problem 5 One member intimidates other people on the board or staff.

Problem 6 What the board would like to see and what the staff believe they can accomplish are worlds apart.

Problem 7 Sometimes it is necessary to take an unpopular stand.

Problem 8 Emotional meetings occur which are draining, and negative feelings carry over for a long time.

Problem 9 There are members who regularly don't show up for meetings or who don't participate when they do show up.

Problem 10 Questions arise about board fees, expenses and travel.

Problem 11 Questions arise about staff salaries, expenses and travel.

Problem 12 Negative rumors and stories begin to circulate in the community about the agency or people connected with it.

Problem 13 Conflicts arise over the hiring of directors and/or staff.

Conclusion

Being a volunteer board member of a community service agency is an important role and, for many northerners, a very satisfying experience. Part of the satisfaction comes from the hard work of delivering a service, resolving problems and knowing that people are being helped. However, good board experiences don't just happen. They result from having a vision to improve things and then signing up for the job. Your community has a place on a board for you. Your community needs you.